DOCUMENT RESUME

ED 325 913 EA 022 377

TITLE	Field Hearing on the School Improvement Amendments of 1988 and the Administration's Budget Proposals. Hearing before the Subcommittee on Elementary, Secondary, and Vocational Education of the Committee on Education and Labor. House of Representatives, One Hundred First Congress, First Session (Los Angeles, California, March 31, 1989).
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Education and Labor.
PUB DATE	89
NOTE	149p.; Serial No. 101-42. Some small print may not reproduce adequately in paper copy.
AVAILABLE FROM	Superintendent of Documents, Congressional Sales Office, U.S. Government Printing Office, Washington, DC 20402.
PUB TYPE	Legal/Legislative/Regulatory Materials (090)
EDRS PRICE	MF01/PC06 Plus Postage.
DESCRIPTORS	Access to Education; *Budgets; *Educational Improvement; *Educational Legislation; *Educationally Disadvantaged; Elementary Secondary Education; Equal Education; *Federal Aid; Federal Legislation; Hearings
IDENTIFIERS	*Bush Administration; Congress 101st

ABSTRACT

Statements, prepared statements, letters, and supplemental materials from a regional congressional hearing to review the implementation of and funding for 14 education programs authorized by the School Improvement Act of 1988 are included in this report. Some of the programs include compensatory education, Head Start, science improvement, teacher training, bilingual education, and parental involvement. Calls are made for increased funding of all federal programs that aid the educationally disadvantaged. (LMI)

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FIELD HEARING ON THE SCHOOL IMPROVEMENT AMENDMENTS OF 1988 AND THE ADMINISTRATION'S BUDGET PROPOSALS

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

HEARING HELD IN LOS ANGELES, CA, MARCH 31, 1989

Serial No. 101-42

Printed for the use of the Committee on Education and Labor

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FIELD HEARING ON THE SCHOOL IMPROVEMENT AMENDMENTS OF 1988 AND THE ADMINISTRATION'S BUDGET PROPOSALS

FRIDAY, MARCH 31, 1989

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Los Angeles, CA.

The committee met, pursuant to notice, at 9:32 a.m., in the Muses Room, California Museum of Science and Industry, 700 State Street, Los Angeles, California, Hon. Augustus F. Hawkins, [Chairman] presiding.

Members present. Representatives Hawkins, Hayes, and Payne.

Chairman HAWKINS. Ladies and gentlemen, the committee is called to order. I would like at this time to introduce the other members of the committee who are present. To my immediate right is Mr. Charles Hayes of Illinois. Then on my extreme right is Congressman Donald Payne of New Jersey one of the newest members to the committee but one who has already made a very outstanding contribution.

Very soon, Mr. Roybal of Los Angeles will be with us and will be to my immediate left. We are certainly delighted to welcome these members on the West Coast.

The Education and Labor Committee, been involved in a series of hearings around the country. This week, we held hearings in Montana, Indianapolis, Indiana and Columbus, Ohio, in New York City and one in Kentucky. We will soon have additional hearings in the South and Southeast and very soon one in Chicago, Illinois at the request of Mr. Hayes.

Others will be announced from time to time. The purpose of the hearings are two-fold; one to call attention to the fact that more than a year ago we passed the School Improvement Act which authorized some fourteen education programs, including compensatory education, Head-Start, mass science improvement, teacher training, a bi-lingual program, a new and strengthened parental involvement program, and so forth.

And as a matter of policy, we called for the incremental funding—funding on an incremental basis of some $500 million a year so that we would eventually and within five years, obtain reasonable full funding of the various compensatory programs that help disadvantaged children and others.

That Act, although as I say, was passed a year ago, is still not in operation. It is far beyond the statutory time for the operation of the program, so obviously many children are being cheated in the meantime, because a program is not in operation. The money has not gone out to local school districts and, as a result of that, because of inflation, fewer children are enjoying the benefits of these programs. It is a travesty really, and the Committee is disturbed about it and we want to do something about it.

So, we want to listen to people who are on the firing line as to what their reaction may be.

The second purpose of the hearing is to recommend an increased funding of all of the education programs. We are strong in our belief that education is the number one top priority issue of the nation and that before we get into any other demands on the funding, on the Federal revenues, we should first fully fund the education programs. That's our future.

Without that, we will obviously suffer rather disastrous consequences and any talk of where we will be in the twenty-first century is somewhat remote, because we will never reach the twenty-first century with any security, any improvement and any increase in standards of living. We will not be able to balance the budget or to adequately defend the nation unless we can, in some way, improve the academic performance of our children.

And, therefore, we think that this is top priority and we should depend on those of you in the field to help us in what we consider to be the primary concern of the country. It is pretty obvious to you also that in international comparisons on the basis of test scores, we are not doing as well as other countries are doing. And this concerns us.

Eighty-five percent of the new entrance into the labor force between now and the year 2000 will be disadvantaged individuals, disadvantaged children, the very children that we are not reaching, and consequently the outlook is rather ominous. There is no hope of any educated and well-trained work force, because we are constantly relying on less educated, less well-trained persons to do the job.

The gap also is widening in education. We have a widening between the so-called good schools and the so-called bad schools. The bad schools are becoming much worse because of neglect and the added resources are being concentrated in a few of the so-called better schools, and I will refer to them—or want to turn the magnet schools for desegregation into magnet schools to receive additional resources at the expense of neighborhood schools. And so we have had the recent announcement of a new gimmick called the "choice program," whereby parents are going to be given the choice, they claim, of sending their children to schools of their choice.

Now, there may be some merit in some instances, but overall it is a cheap way of funding the schools at the expense of neighborhood schools and eighty-five percent of the children are going to be left in these schools and, without helping those children, and concentrating on a few, we are just robbing most of the children of their birthright and also robbing the country of much needed skills and talents that we can ill afford to do without.

That is just by way of a brief explanation of why we are in Los Angeles today, beside the fact that I live in Los Angeles, too, but we, obviously, will be listening to some well prepared expert witnesses today. We could not include everybody. Anyone who has a statement to file will be given the privilege of having that statement in the official record. And we hope that if you do not get an opportunity to testify because you were not scheduled, that you will take advantage of that privilege and it will be included in the final report of the Committee.

At this time, I would like to call on any of my colleagues who may wish to make a statement. Mr. Hayes?

Mr. HAYES. Thank you, Mr. Chairman. In your brief but concise remarks, I think you stated our purpose for being here well. And I want to commend you for your stick-to-it-ness in trying to not only be one of the architects that constructed H.R. 5, which is the Educational Improvement Act, but also following through to see what kind of support is out in the hinterlands and in the communities for funding for that bill. I think that, as you have stated—and I may go a little further in my remarks by saying that I feel that the education of our young is the best defense that this country can ever have. It is hard to get them to understand that, but to me, it—it is a step forward to try to prepare our young to become the leaders and the defenders of this great nation and not just with guns or implements of human destruction, but through the preparing of the minds so they can be citizens of some substance in this country.

And this is particularly true of the economically disadvantaged, poor kids which are written off so often by many of our colleagues in the body which they are a part of. I think your perseverance is certainly one to not be overlooked and should be—and I am just too glad to join with you in this—what I call God's country. Of course, I live in God's country, too, but I want to breath a little of this air and take it back with me this afternoon to Chicago.

Chairman HAWKINS. Mr. Payne?

Mr. PAYNE. Thank you very much, Mr. Chairman. I too would like to commend you for having this outstanding hearing and I would like to say that, as a new member to the House, I am very privileged to have the opportunity to serve with you on this very important Committee. The issues coming before you this year will be so important to the future of many Americans, minimum wage, parental leave, Act for Better Child Care, in addition to the education budget. So, it is certainly a pleasure for me to participate in this hearing. The problems of my city of Newark, New Jersey are similar to the problems of my colleague from Chicago, you out here in L.A. and throughout the country.

And I think it is going to take the collectiveness of people here and throughout the nation to come together to see if we can overcome some of the shortcomings that our young people are looking at today. I might just indicate that, while looking at the President's budget, that since 1980 funding for education, after adjusted for inflation, has decreased in real terms by four point one percent. The Federal outlay for education has decreased a percent of the GNP from six tenths of one percent in 1980 to approximately four tenths of one percent in 1989, which, incidently, represents a decrease in

total Federal outlay in education from two point five percent in 1980 to one point eight percent in 1989.

So, one may ask, is there any actual correlation between responsible spending and what is occurring in towns like Newark and L.A.? In my opinion, yes, I believe so, and I further believe that by not addressing the short-comings of our educational system now, we are essentially cheating America of its future place in the international market. Simply, unless we make some tough investment decisions today, we will surely leave behind a legacy of workers who would be unable to compete abroad and internationally.

The President stated during his building a better America speech, that he wanted to pave the future with educational excellence by providing four hundred and forty-one million dollars in new programs such as the President's merit school, magnet schools of excellence, drug-free schools and the black colleges and universities program. However, despite his rhetoric, Mr. Bush's educational proposals have proven to be far more austere than either Mr. Reagan's 1990 budget or the Gramm Rudman sequestration budget.

In fact, the President's budget plan would place almost every other educational program at risk and although he said he wants to go down in history as the education President, in which he gave a very compassionate and interesting speech, but there is certainly a difference between the rhetoric and the facts. Thank you, Mr. Chairman.

Chairman HAWKINS. Thank you. Mr. Roybal is not a member of the Education and Labor Committee, but sometimes even more important, he is a member of the Appropriations Committee. So we will talk and authorize, but we have to go to Mr. Roybal and his colleagues to get the money. And that is all important. Anyone who tells you that you can educate without money, just is blowing bubbles or smoking something that is illegal. Mr. Roybal.

STATEMENT OF HON. EDWARD R. ROYBAL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. ROYBAL. Thank you, Mr. Chairman. It is indeed a pleasure for me to join the Committee on Education and Labor this morning. I am particularly gratified by the fact that something happened this morning that I thought I would never hear, and that is that Congressman Hayes would finally admit that Los Angeles also classifies as being a city in which—as you called it, "God's country."

Mr. HAYES. We are all angels.

Mr. ROYBAL. I was just going to say here that the only angel that I know is Senator Watson, but all kidding aside, this is a most important hearing. We know it is important particularly because of the problems that we had before in making available the necessary appropriations. Gus Hawkins has referred to the fact that I am a member of the Committee on Appropriations. That is true.

I am also a member of the Subcommittee on Labor, Health and Education. This is the Subcommittee that actually makes the appropriations that are requested by the Committee on Education and Labor. The truth of the matter is that we do not always recommend and always appropriate the total amount that is recommend-

ed by this Committee. In spite of that fact, over the last few years, we have come up with a budget recommendation that exceeds the President's recommendation by at least $5.7 billion, which means that the President of the United States, Reagan then and now Mr. Bush, have recommended for health and education, but particularly for health, monies that are not adequate to meet the needs.

And it is the Committee then that has increased that. Then during the time that the Senate was controlled by the Republicans, there had to be certain compromises, because they never passed the same Appropriation Bill or they did not pass the bill at all. Then we had to do all of this, using the vehicle called a continuing resolution. Now, that is no way to run a country or to run any business. But we still passed this continuing resolution and in many instances, because of the conference held with the Senate, certain reductions had to be made. But we still ended, ladies and gentlemen, with a final appropriation that finally passed either the House or in a continuing resolution, that exceeded the recommendations of the President by over $5.7 billion.

I hope that this time we will be able to do the same thing. But, the way I see these charts, it is going to be quite difficult. If you would just glance over to the charts you will find that the red lines are the reductions. And if they are going to make that kind of reduction in each one of these categories, we are going to have a great deal of difficulty in elevating the level of education in the State of California or the nation as a whole.

Mr. Chairman, I hope that as time goes on, we, in the Committee on Appropriations, will be able to do better than we have done in the past.

Chairman HAWKINS. Thank you. We will begin with the witnesses now, and I am very pleased to be able to present to you first of all, the Honorable Diane Watson, Senator from the 28th District. Ms. Watson has been a staunch supporter of the recommendations of the Education and Labor Committee. She has been a witness before the committee in Washington several times. If we had a hundred and twenty legislators of that, caliber in Sacramento, I guess you would not be bothered with us or would not need us.

It is a great honor and a great privilege to present one of the greatest friends of education, Senator Diane Watson.

STATEMENT OF HON. DIANE WATSON, STATE SENATOR, 28TH DISTRICT, LOS ANGELES

Senator WATSON. Thank you. The Honorable Congressman Payne, Congressman Hayes, welcome home Congressman Roybal and to you, the Honorable Gus Hawkins, we are so pleased that you have brought your Committee here. Since you have been Chair of the Education and Labor Committee, we have had more attention in this area on the issues that concern us than anytime in the past and to that I say, thank you very much. We are so pleased and we are honored to be part of your hearing this morning.

And I want to say in the audience as I look around, I do not think anywhere in the country are you going to find any people who are better prepared and more expert on the issue than the people who are here in this room. And I can personally testify that

the faces that I see now, are people that I saw when I was elected to the School Board in the mid-'70's. They predated me. You have someone on your staff that has been a staunch fighter for education, Pat over there. And so you have assembled the wealthiest and richest group of people to give testimony and to participate as we try to move forward with education.

I would like to say welcome and thank you for the opportunity and I am going to try and be as brief as I can. My perspective on the impact and the cost of public education may be unique. Though today, I am the only black woman in the Senate of America's largest and most prosperous state, the history of my journey there and my experience since joining that honorable body, reflect to a very large extent, my involvement with and my commitment to public education.

Not only am I a product of the public elementary, community college, senior high school, state college, the state university and I have even been on the private end. I have taught here. I have taught abroad. I have also been an administrator here in Los Angeles. As you know, I was elected to the Board in 1975 in the midst of a desegregation crisis that I think is well-documented in the annals of history but still a problem in the metropolitan area of this district. I have a Master's Degree in School Psychology and I earned my Doctorate in Educational Administration from Claremont Graduate School.

I have been a student all of my life. And this is the first year that I have been without a registration card at some educational institution. I like being a student. I served for the past ten years in the Senate on the Senate Education Committee and I chair numerous education committees, subcommittees and I also chaired on child-focus subcommittees. Perhaps most relevantly, I am currently a member of the Senate Budget Subcommittee on Education. And I am deeply involved at the state level in this painful, thankless process of trying to meet overwhelming needs with inadequate funds. And even what we do manage to get to the Governor's desk here in California, he sits there with a blue pencil—Mr. Hayes, you probably do not have a Governor that has found the factory that makes the blue pencils, like we have. And he sits there and looks at everything that we do with the eye on the bottom line. Now, that is prudent administration. I understand that, but when we have a population that is tremendously changing—we have twenty-eight million people, almost, here in the State of California and the demographics are changing rapidly. We have the largest number of Spanish speaking people outside the country of Mexico. Mr. Hayes, and Mr. Payne, we have the largest number of Southeast Asians, and everybody wants to come to Hollywood. So, they might not know where Washington, D.C. is, but they certainly know that Hollywood is located in California.

Many people come without one day of health care, without any education at all and the impact on our state is great. So, what all of that boils down to, we must find means and ways to supporting the only compulsory institution in this country that is going to make an impact on those demographics.

California is just beginning to taste the bitter fruit of the fact that you get exactly what you pay for. As we allow our educational

population to swell far beyond our commitment to education, we must continue to be reminded that you get exactly what you pay for. A similar philosophy has prevailed and apparently continues to prevail in the Oval Office and threatens to permanently enfeeble tomorrow's working population by starving them of a learning today.

We cannot afford to raise a generation of illiterates as we become a nation whose chief marketable product is information. We must have a workforce which is skilled enough to think. Non-thinking jobs are being automated out of existence as rapidly as private enterprise can do in order to reduce their single greatest cost, labor. The competitive drive to automation will make it compulsory that we have people who can deal with information and informational systems.

In Ronald Kutcher's recent book, The Future Impact of Technology on Work and Education, he points out, "The structure of occupations is undergoing change. With the technologies being introduced in plants and offices a major factor in the shift, we must take heed. Professional and technical workers, computer systems analysts and programmers are examples of groups increasing in importance," unquote.

By 1995, California is expected to generate a twenty-nine percent increase in jobs. Thirty-seven percent of those jobs will be professional, para-professional or technical, more than one out of three. And the ratio continues to spiral upwards. One of the ten occupations in the state with the fastest projected growth rate, computer programmers ranks second with an expected seventy-two point nine percent growth rate in this state alone.

As Chairperson of the Senate Health and Human Services Committee, I am particularly concerned about health services occupations which are forecast to increase by thirty-seven point five percent by 1995. Fifty-two point seven percent of those new jobs will be trained or licensed medical assistants. Only those who can process information and who can adapt to ever-increasing changes in automated processing will be employable. The rest will be rendered obsolete, unable to educate themselves and unable to support themselves or their families. Those we do not teach to function in tomorrow's world, will become the functional disabled whom we will have to support, will have to house and will have to care for.

We will feel the brunt of their alienation as some express their resentment and resignation in very much anti-social ways. And I want to interject here, if I may, Congressman Hawkins, that tomorrow we are going to put a thousand mothers on the streets of Los Angeles because we are going to try to reach the anti-social youth that have taken control of our streets. They have abdicated from those things that were moral and ethical. They don't hear the plea of their parents. The church has not done its job. So, we want the mothers to reach out and appeal to them.

We are marching because we care. We are marching because we love them, but it is tough luck. We want to take back our streets. We want to ask them to put down the guns, the weapons of destruction. We want to ask them to not simply say no to drugs, but get out of the drug trade and out of the drug market. But we must replace what we take away with a support system stronger than

ever. I would invite everybody in the audience here to march with us tomorrow. We are going to assemble between 2:00 and 3:00 at South Park Elementary School at Avalon and Manchester. We will march down to Freemont High School. We will have a rally. And when you disburse from there tomorrow, we are going to give you, in your hand, a leaflet with a telephone number you can call, one single number with the code letters MOMS at the end, where you can call for help.

That is just one way that the black women in the legislature are reaching out, lifting as we climb. We are asking you, is it not wiser, is it not simple common sense to do whatever we can do and to spend money to educate a child to hold gainful employment rather than to pay to keep him idle or her idle in prison after committing one or a series of crimes because he or she is not qualified to hold a decent paying job and no one showed that he or she cared. Beware, lest we create a lost generation. Millions of students doomed to dead-end jobs and a standard of living below that of their parents and even their grandparents. We know about the cost. And I am not going to say to you this morning that I don't care about that cost. All responsible people understand that. But we cannot afford to be penny-wise and pound foolish. We do not measure the wisdom of a long-term investment by today's return on it. All costs are relative to what we must pay in other ways, at higher future rates if we do not take the opportunity to invest prudently now.

I hope that my colleague, Teresa Hughes, will describe in detail what we have done here in California, but I just want to inform our visiting Congressmen that last November we passed Proposition 98, which will mandate that forty percent of our revenues to fund public education. You will hear the Governor say that this proposition along with Prop 4 ties his hands in being creative and innovative in providing the funds. But, I want you to know, it was only in keeping with the Constitutional mandate that says after we pay all of our bills, the next obligation is education.

Teresa Hughes, along with Mr. Gary Hart, is carrying a bill that will implement Proposition 98. What are the cost of failure to make the needed expenditures in our Federal education budget? We will pay with an increasingly polarized society, a well-educated effluent minority and a poorly educated impoverished majority. We will pay with an economic system too crippled to compete internationally, because of an under-qualified work force. National legislators much show incredible courage at this juncture in our history, because you know that our need is your need and you have shown a responsibility and you have shown the courage to respond.

Revenue enhancements are never popular and you will find it risky to do what needs to be done. But America is great today, because our national leaders have been willing to take risks. To do the right thing, to think of tomorrow's needs as well as today's, is what needs to be done. Politicking will not get our nation through this one. We need your leadership and I believe that you can and will rise to America's finest tradition of leadership in addressing this crisis. You have already shown your commitment by the efforts you are putting forward.

I close and leave you with this observation; a bad education is worthless, a mediocre education is a handicap, but a good education is priceless. Thank you so very much for your indulgence.

[The prepared statement of Hon. Diane E. Watson follows:]

California State Senate

DIANE E. WATSON, Ph.D
TWENTY EIGHTH SENATORIAL DISTRICT

CHAIRPERSON
Senate Committee on Health and Human Services

TESTIMONY of SENATOR DIANE E. WATSON

Before the House Subcommittee on Education

Elementary, Secondary and Vocational

March 31, 1989

Good morning, Ladies, Gentlemen and fellow Legislators.

My address to you this morning will be brief, because I hope that you will remember what I have to say.

My perspective on the impact and costs of public education may be unique. Though today I am the only black woman in the Senate of America's largest and most prosperous state, the history of my journey there and of my experience since joining that honorable body reflect to a very large extent my involvement and with commitment to public education.

Not only am I a product of California's public elementary, high school and college systems, I have also taught and been an administrator at most of those levels here in my native Los Angeles, and abroad. In 1975 I was elected to the Los Angeles School Board, in the midst of the desegregation crisis which afflicted the nation's second largest school district, and rent asunder the social fabric of this country's largest and most diverse metropolitan area. My master's degree is in School Psychology, and I earned my doctorate in Educational Administration from Claremont Graduate School.

For most of my ten years in the Senate I have served on the Education Committee, and chaired numerous education or child-focused sub-committees. Perhaps most relevantly, I am currently a member of the Senate Budget Sub-committee on Education, and am deeply involved at the state level in the painful, thankless process of trying to meet overwhelming needs with inadequate funds, subject to the blue pencil of a Governor who believes that his reputation as a tax-tightwad is more important than the quality of education we give the children of our state.

All of my years of experience in education boil down to this: **You get exactly what you pay for.**

California is just beginning to taste the bitter fruit of that truth, as we allow our educable population to swell far beyond our commitment to educate. A similar philosophy has prevailed and apparently continues to prevail in the Oval Office, and threatens to permanently enfeeble tomorrow's working population by starving them of learning today.

We cannot afford to raise a generation of illiterates as we become a nation whose chief marketable product is information. We must have a work force which is skilled enough to think. "Non-thinking" jobs are being automated out of existence as rapidly as private enterprise can do so in order to reduce their single greatest cost: labor. The torque of the competitive drive to automate applys grinding pressure on America's workers.

In Ronald Kutscher's recent book, The Future Impact Of Technology On Work And Education, he points out: "The structure of occupations is undergoing change, with the technologies being introduced in plants and offices a major factor in the shift. Professional and technical workers, computer systems analysts and programmers are examples of groups increasing in importance".

By 1995 California is expected to generate a 29 per cent increase in jobs. 37 per cent of those jobs will be professional, para-professional or technical -- more than one out of three, and the ratio continues to spiral upward. Of the ten occupations in the state with the fastest projected growth rate, computer programmers rank second, with an expected 72.9 per cent growth rate.

As chairperson of the Senate Health and Human Services Committee, I am particularly concerned about heatlh service occupations, which are forecast to increase by 37.5 per cent by 1995. 52.7 per cent of those new jobs will be trained or licensed medical assistants.

Only those who can process information, and who can adapt to ever-increasing changes in automated processing will be employable. The rest will be rendered obsolete, unable to educate themselves and unable to support themselves. Those we do not teach to function in tomorrow's society will become the functionally disabled whom we will have to support, house and care for. We will feel the brunt of their alienation as some express their resentment and resignation in anti-social ways. Is it not wiser, is it not simple common sense to spend money to educate a child to hold gainful employment rather than pay to keep him idle in prison after committing one or a series of crimes because he is not qualified to hold a decent paying job?

Beware lest we create a Lost Generation: Millions of students doomed to dead-end jobs and a standard of living below that of their parents or even their grandparents.

Ah, but the cost, the cost! I too am concerned about cost. But we cannot afford to be penny wise and pound foolish. We do not measure the wisdom of a long term investment by today's return on it. All costs are relative to what we must pay in other ways, at higher, future rates if we do not take the opportunity to invest prudently now.

What are the costs of failure to make the needed expenditures in our federal education budget? We will pay with an increasingly polarized society -- A well-educated, affluent minority and a poorly-educated, impoverished majority. We will pay with an economic system too crippled to compete internationally because of an under-qualified work force.

National legislators must show incredible courage at this juncture in history. Because you know the need, you have a responsibility to respond. Because revenue enhancements are never popular, you will find it risky to do what must be done. But America is great today because our national leaders have been willing to take risks, to do the right thing, to think of tomorrow's needs as well as today's. Politicking won't get our nation through this one: We need statesmanship. I believe that you can and will rise to America's finest traditions of leadership in addressing this crisis.

I leave you with this observation:

- A bad education is worthless.
- A mediocre education is a handicap.
- But, a good education is priceless!

Thank you.

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Chairman HAWKINS. Thank you, Senator Watson, for a very thoughtful and clear statement and we certainly want to commend you and support your efforts tomorrow so you are not only talking, but you are actually putting things into operation and walking. Our best wishes go with you. Mr. Hayes?

Mr. HAYES. I just want to commend the young lady for a well put together statement. I do not have any questions to ask. Maybe just one. You mentioned in 1995 California is expected to generate a twenty-percent increase in jobs. Can you give me an idea as to where these might come from?

Senator WATSON. In the State of California, as you know, one of our biggest industries is information services. And we expect that industry to only grow. The service and low level jobs are also increasing in this state as we grow in our appeal to national businesses to come here, but most of all in the high tech—technological areas, that is where the growth is going to be. And, most of us focus in on the entry level worker but now—and our former Governor and the former President used to refer to the classified ads and its thickness. The LA Times puts out almost a book every weekend, but if you read those ads, you will find that they are asking for people with advanced degrees.

And that is where the jobs are going to proliferate. So, my claim here is that we need to prepare our young people to be able to meet the growth that will exist right here in California alone. And I just want to make one correction. I said, tomorrow. Tomorrow is Saturday, but you know how we think? We think towards focal points. I meant for the audience this information, our march is Sunday at 3:00 o'clock, Sunday at 3:00 o'clock. Thank you so much.

Mr. HAYES. Thank you, Ms. Watson.

Chairman HAWKINS. Sorry Mr. Hayes is not going to be out there walking with you, but he will be in Chicago.

Senator WATSON. Well, we want to share it with him, so he can take that back to Chicago. We have some people who belong to our Noble women's group and I am so pleased that my esteemed colleague, Assemblywoman Hughes has joined me. We are all part of the Noble Women Network and you do have some very strong members in Illinois that will be following, I hope, our——

Mr. HAYES. We have an earth-shaking election on Tuesday. And I will be busy.

Senator WATSON. I understand that. The world will be watching that one.

Mr. HAYES. That's right.

Chairman HAWKINS. Mr. Roybal?

Mr. ROYBAL. Thank you, Mr. Chairman. Senator Watson, I had the opportunity just yesterday to talk to a university audience. One of the young students who was there, a very bright young man, made the remark that the reason that education is losing out, he said, is that legislators both in the national government and in the state just do not care. In other words, he is trying to place the blame on the legislators. And then he went on to say that there is no one leader among our elected officials in this field.

Well, that gave me the opportunity to educate this young man. I told him about a man by the name of Gus Hawkins who, in my opinion, has done more for education on the Federal level than any

human being in the history of this nation. When I bring this—I said that, Senator, because I also used you as an example of what is done here, again, in the State of California. That young man had not heard of Gus Hawkins nor Senator Diane Watson.

I do not know what educators are doing, but it seems to me that that bright young fellow who wants to go to Harvard, should have known those names since he was born right in that area and since he was interested in debating with me the subject of education. Now, Senator Watson, I am very much interested in the Hawkins Plan and the Hawkins Plan—if you do not have it with you it will be distributed to you—but this is a plan, I think, that greatly improves education in at least five categories.

But my question to you, Senator Watson, is how can we make this plan better known, number one, throughout the state, but particularly better known in the Senate of the State of California?

Senator WATSON. Thank you, and I am going to defer, for the most part, to my colleague, Assemblywoman Teresa Hughes. I am so pleased that you made that comment because our education leader is Assemblywoman Hughes. She chairs the Assembly Educational Committee. It is the largest body of the legislature. And, she was responsible for one of the landmark pieces of education that did a real number on reforming the way we fund and the way we structure education. I hope that she will share with you something about SE-813 and something about what she is doing at the current time.

In the Senate, we have Senator Gary Hart who probably is one of the finest members of the Senate and certainly has taken a leadership position. All of us have grave concern—and let me tell you something, Proposition 98 only passed because a majority of the electorate here in California supports education. There has been a tremendous amount of educational leadership coming from Sacramento. But, as I mentioned to you up front, we have a chief executive whose priorities are different than ours. And he sits there and makes it very, very difficult for us to go about doing the business of education.

We are looking to Congressman Gus Hawkins and his plan and the rest of you to make the statement on the Federal level, to say to the President, "If we are going to have a kinder, gentler nation, then we must be sure that the resources are there behind those words. Otherwise, they are just airless and meaningless platitudes." And so, we are looking forward to what you are trying to do on the Federal level. But regardless, the commitment has been made by the voters of this state that whatever we raise in terms of taxes or other revenues, forty percent of that must go to education. I do think we will have an opportunity to overturn Proposition 4, because it is going to be a bi-partisan effort.

The Governor is now saying that his hands are tied, because he has no opportunity now to be creative or innovative because there are too many restraints on the way he goes about planning the budget. So, I am hoping that, with the help of Congress, with the help of the bill that Congressman Gus Hawkins is sponsoring and with your help, we can make that impact. But in case that does not succeed, we have other means within our own state that we are

working on at the current time, and I think that the Assemblywoman can outline some of those for us. Thank you so very much.

Chairman HAWKINS. Mr. Payne, just a minute.

Mr. PAYNE. Just a very short question. With the tremendous increase in the population in California and by this state being known throughout the years for having in place an outstanding junior college program and secondary—and four year college, have the colleges expanded adequately to accommodate the increase in numbers of people?

Senator WATSON. We have an overflow crowd now. We have—and thank you for mentioning our community colleges. I think we have the best in the world. We have one of the finest state college systems and our UC system is unmatched across this country. We have for just a measly say few thousand slots in the UC system tens of thousands of applicants, many of these four point zeros. A four point zero today in California does not guarantee you admission to the University of California or even the state college system. The demand is so great. And because of IRCA and because of the Federal regulations and the Federal law and immigration, more people now are seeking citizenship here and are having to go into adult education programs.

So, the adult education program is expanding. The community college program is expanding. We sadly had to put a tuition on community college admission. The UC system has applied an increased tuition. The Governor is asking for us to increase tuition. We have the institutions and what I am trying to do in the subcommittee I sit on and what we are trying to do is to be sure that we supply the necessary revenue so that the institutions can take in the overflow crowd that is coming. We anticipate in the next fiscal year, a growth of a hundred and thirty-five new students coming in to CAY (phonetic) in the next fiscal year.

Mr. PAYNE. Thank you.

Chairman HAWKINS. Well, thank you again. We are really pleased to have the Assemblywoman, Ms. Teresa Hughes who represents me in the State Assembly. I think I represent her in Congress and I am very proud of the job that she is doing and it is a great pleasure, plus to have her before the Committee. During the course of your presentation, Ms. Hughes, you may respond to the question that was raised that Senator Watson referred to, but we are very pleased to have you and you may proceed with your statement.

STATEMENT OF HON. TERESA HUGHES, ASSEMBLYWOMAN, 47TH DISTRICT, CALIFORNIA STATE ASSEMBLY; AND CHAIRWOMAN, EDUCATION COMMITTEE, LOS ANGELES

Ms. HUGHES. Thank you very much. I am really flattered and delighted to be here. To you, Mr. Chairman, and to the members of your Committee, I really appreciate this opportunity to have the hearing right here in the community that is effected most by what you do in terms of the budgets for or against education.

I would like to first of all, commend you, Mr. Chairman, for your success in the passage of H.R. 5. As you know, you and I have been working for a long time together. It is unfortunate, Congressman

Roybal, that that student you mentioned is not one of the many students that Congressman Hawkins and I have occasion to help, to guide and to direct but realizing that there are so many students in this state, it gets to be very, very difficult for them to know us. But, I think knowing us is not as important as knowing the academic subject matter that they need to know to get ahead. I hope that you and I and all of us who are elected officials, will continue to be role models for young people. They need a tremendous amount of guidance. I think H.R. 5 goes clearly and directly in that direction, providing the kinds of things that our students need. I realize also, that the Federal Government faces the same kinds of budgetary constraints that we have here at the State Government and that makes it very, very difficult because it is kind of a Catch 22 situation in which education is squeezed right in the middle.

I have copies of my testimony which I an deviating from somewhat. But, I want to get the essence of it before you and you can use my paper as reference. I feel these similar constraints on the state level. As Senator Watson said, we are very proud that our Proposition 98 passed and early on in the session, I indicated that I wanted to totally be involved, as I was, in the proposal of Proposition 98 and the implementation of it, because it is the implementation of Proposition 98 that is going to make the real difference. The voters of our state have spoken. They have made a commitment. That Proposition says forty percent of our budget should go to education.

However, the big problem is to interpret the language of the Proposition. You and I know, as legislators, legislating by proposition can be an extremely frustrating and complicated matter, because the language of the propositions do not always conform to the full intent of the legislation. Therefore, I am carrying a bill that will attempt—I call it AB-98, to interpret the sponsor's intent in the passage of the Proposition. Senator Gary Hart on the Senate side is carrying SB-98 which is going to be the implementary language, although my language will do something in terms of laying the base foundations.

Now, to get on to your matters in Congress. I am really sympathetic with you, because you have the same kind of administration on a Federal level that we have on a State level, who speaks of pro-education and as they say, "Speak with forked tongue," because as they talk about all the wonderful things that H.R. 5 and say, "This has been great passage and it should be implemented," they are going to ask us to rob Suzie and Johnny to pay Tom and Fred. And that upsets me very much because, why should we be looking at cutting health care and welfare and nutrition programs, and programs for the aged and the disabled to project more funds for education?

That is totally unreasonable. Number one, if we just look at schools along, how can we expect to provide any kind of meaningful academic program when we have a group of hungry, ill-housed, under-fed, under-nourished, raggedy, poor, impoverished youngsters before us in the classroom? It boggles my mind how the American public can even believe the hypocrites how they mouth this kind nonsense and put you and I in a very precarious position. We are constantly on the spot because the people wonder why—well, they

say, "Gus, go to Washington and pass a law that says so and so. Teresa, Diane, go to Sacramento and pass a law that says this and that and the other." Easier said than done.

I am speaking to you, who know very well about what I mean, but I am also speaking for the audience who are—is very fortunate to have the hearing here today and can only hear a little of the frustration that we incur. It is obvious that we must—it is incumbent upon us to prioritize education. It is hard to understand why the Administration provides a full inflation adjustment for the military, while forcing some other vital domestic programs into a so-called freeze which will actually mean cuts for many of these programs.

The nation will not be secure until we educate all of our citizens. Perhaps, you know, one of the things that we need to educate our citizens about is the fact that assault weapons are dangerous. I am very delighted that we finally got one piece of legislation through the Assembly and one piece of legislation through the Senate and they are criss-crossing each other and eventually we are going to have a formidable piece of legislation that can be implemented. But, education is key to all of this. The public has to be educated. The students have to be educated. The users and abusers of assault weapons, the users and abusers of drugs, the people who are committing domestic violence, all of these are crimes against our young people.

That is an education program. That is what we need so vitally. And it is of utmost importance to our state because our population is growing tremendously, even larger than we can keep up in terms of meeting the needs of our population.

With that growth, it is further complicated by the changing demographics in the states, and the schools must make every effort to meet the needs of this population. For the first time, minority students actually represent a majority of the student population of our state. Many of our students come from disadvantaged backgrounds. Many do not get enough to eat and they are faced with crack epidemics in the neighborhoods. Gangs threaten our streets day and night, not only our streets but our schools. LA Unified School District now is exploring whether they should have metal detectors entering some schools. That just gives you a small indication of how serious this matter is.

And, I even wonder whether that will work as evidenced by the fact that people get weapons on airplanes and we have metal detectors. I am sure that you have heard some of those hearings when you have them in Washington, talking about airplane safety. Crooks and bad people are always going to have ways to get the things done that they want to get done. We have to have ways to get the good things done that we need to get done.

Well, what have I done and what am I doing as chair of the Assembly Education Committee? We cover everything from K through life, not only K through 12, K through 12, 13 and 14 is what we usually refer to as community colleges, but higher education and graduate education, and continuing education. Our Committee has a tremendous responsibility. We have several subcommittees that are working actually daily. I was fortunate to have

passed SB-813 back in 1983. I am sad to tell you that all of SB-813 has not even been implemented yet and here we are in 1989.

But along the way, we have to continue to do some other things. Some wonderful things have happened from SB-813. We have implemented something call the Golden State Exam, and I am delighted to say that many of our young people are now taking that examination and it is on a voluntary basis. What this actually says is that, any student in the state can take examinations on a voluntary basis in certain subject matter and compete against any other student in the state. So, any student of mine that goes to manual arts, can show that they can do as well as any student from Beverly Hills High or any student from the more affluent areas in this state. And students are doing this voluntarily. I am very proud of these students. I plan on honoring them this coming year.

Now, when we talk about other things that we needed to do in SB-813, I said that we need to raise the minimum teaching salary so that we get, not the worse, but the best of people into the teaching profession. Because of the impaction problem and because we have so many districts in this state, not every teacher earns the same salary that has comparable time on task. So, we are still trying to see that all districts come up to the minimal teaching salary. That is just some of the things I did in 813. That is what was that I am still trying to get.

I want to talk about what it is that I am still projecting and hoping to have implemented. I have now introduced Assembly Bill 48, which re-authorizes and expands the program that we call MESA Program. MESA is an acronym that stands for Mathematic, Engineering and Science Achievement Program, which assisted the under-represented, minority students to prepare for and to exceed in math and science based fields. We are also moving through AB-90, which is another bill that provides for a program to identify and assist at risk schools, including a system of school based management.

I also have AB-287 which is increasing the funding for specialized secondary schools, because we know that there are certain areas of expertise that make students more employable once they get out of school and we have to make certain that we have certain schools focusing on these areas of expertise. I also have Assembly Bill 755, which provides in-service training for instructional paraprofessionals, in order that they may improve their own performance but also to encourage these wonderful people that we call teaching aids, who are in many of elementary and secondary schools, to go on and to become credentialed teachers. Would it not be wonderful, because you know, it is easy to teach people methodology but it is hard to teach them the right attitude. And many of these teaching aids have healthy, wonderful attitudes, caring attitudes towards children. And they, themselves, motivate young people to learn and to continue to stay in school. That is one thing that this bill will do, will also motivate these people to become professional educators.

I also have another bill, Assembly Bill 1084, which creates a program to increase the number of under-represented students who take and succeed in college entrance examinations. One of the big problems, as you well know, that our students who need the educa-

tion the most go through high school, get ready to graduate, the day or two or a month before graduation, decide they want to go to college. No way that they can go because they have not taken the examinations to get into the certain institution that they would like to apply to. And then it is too late. We have to make our students exam ready.

Also, Assembly Bill 1271 will establish a teacher core program to recruit talented people into teaching at our at risk schools. Assembly Bill 1421 will improve the coordination of adult literacy services. You know, all of a sudden we have become sophisticated enough to know that literacy is one of the biggest problems that we face in this nation. But we need to make certain that many of these programs which are now fragmented are coordinated in a concerted effort, so that when that person is on their way to becoming literate, that they can channel those efforts into the educational institution that is going to help them to meet their goals and objectives.

Assembly Bill 1584 establishes and inter-agency task force on gang suppression and prevention programs. I do not need to tell you, Congressman Hawkins, as you well know, we are sitting right now in the hotbed of our community where most—and a lot of the gang warfare continues to go on. We have a tremendous problem, not only in terms of trying to get all of these bills through, in terms of trying to get all of the money we need here for education, both on a Federal and on a State level. We have to do those kind of technical things that need to be done to see that the Federal and the State Government remains on target. And, as I look at the Hawkins plan, and I look at everything that he is talking about, it is everything that I am talking about in the pieces of legislation that I am putting in.

That is what we have to do. We have to target all levels of government, and we have to extend our hands also, I feel, to local government to assist us in these efforts, because we want to make sure that when we send our children to school, that these schools are safe places. The neighborhoods that they walk to on their way to schools must be safe places in which our children can survive and learn. No teacher, no student, no teacher aid, no cafeteria attendant or anyone in a school building should be feeling insecure and unsafe. We need to make certain that law enforcement continues to work with us.

I am delighted, Congressman Hawkins, I went to a school in a district, a junior high school recently, where the students, themselves, had taken care of cleaning up the lavatories. You cannot even believe the filthy student lavatories that are in some of these buildings. They are cleaning up the graffiti. They are doing it themselves. If the young people can do it themselves, we can certainly do a lot to help them to do it. They have to have an atmosphere that is a decent, conducive place that motivates them to learn, a place where they feel safe, a place where they feel stimulated, a place where they are not plagued and invited to sample drugs.

Right now, while I talk to you, one of my subcommittees, a subcommittee on higher education, is having a hearing on AIDS. I will be going to that committee when I leave here. Many of our commu-

nity organizations are having AIDS preventions programs. We face so many problems, AIDS, drugs, all related. Help us to keep these drugs from coming into this nation and help us to educate our children who will, in turn, help to educate their parents.

One of the questions that I am going to be asking when I go to this AIDS conference is, what happened when the Federal money that was provided for research that was given in our community here, Congressman Hawkins, to USC and to UCLA to do something about testing the efficiency of condoms, that money was withdrawn back in August. Is there anything now happening? Was that research finding sufficient enough to provide information to help professionals so that even using condoms will do any good? And as you know, the intravenous drug usage, I have been trying to get a bill through for quite some time now, about AIDS education and I have a bill pushing that bill once again. But the conservatives in our Houses think if you teach kids about AIDS, if you teach kids about how to prevent pregnancy, that you are teaching moral values.

Well, fine, if you have to do it, you have to do it. You have to teach how to survive and that is what it is all about. At one time, we could talk about teaching academic subjects for success. Now, we have to teach academic subjects for success and survival. Now, there were some questions that you asked, Mr. Payne. If you would like to repeat them, I will attempt to answer them.

Mr. PAYNE. Well, my question, I believe was in relationship to higher education, which was touched by the Senator. I believe one of the other members asked a question that was referred to you by Ms. Watson.

Ms. HUGHES. All right, one of the other things I wanted to talk about is Proposition 98 so that you are aware of it. That said that forty percent of that was to go to education, forty percent of the budget allocations. I want to make certain, as we are in our process of negotiating now, that we make sure that that money is for K-14 as the Proposition says. So, 13, 14, also includes the community colleges. And I have told my colleagues that I am very, very concerned to see that the community colleges get their fair share because this is most people's second chance. It is many people's last chance.

Yes, our universities here in the State of California are doing very fine with enrollment because we have a wonderful community college system that continues to feed in qualified students who are—want to take advantage of our state university system, our University of California system and our tremendous private institutional system.

The other thing that you need to know that the University of California has also requested two additional campuses. That shows you how much we are flourishing. That shows you how thirsty our constituents are for good education. And I am happy to say that we do have non-resident students who come from your states, too, to our fine institutions. So, we need this kind of cross-fertilization of information and knowledge. It just makes for a better educated population.

Chairman HAWKINS. Do you have any additional questions, Mr. Payne?

Mr. PAYNE. No, I would just like to say, though, as an East Coast resident and a former educator, we in New Jersey, are well aware of the outstanding community colleges or junior colleges, you may call them, here and the regular college system that the State of California has, even way back twenty, thirty years ago. We have often discussed these when we were attempting to get more adequate programs through in New Jersey, as a matter of fact, it was not until 1967 before the State of New Jersey adopted a county college, a two-year program, where it mandated that every county in New Jersey must have a junior college.

But much of that testimony back in the '50's and the '60's was based on the outstanding higher education system of the State of California. In fact, people would even migrate to this area because of the fact that college education was provided at a low, nominal or sometimes at a free cost. So, I would just like to commend the system, but we do have to keep up with the times and I found your testimony very interesting. Thank you.

Ms. HUGHES. Thank you.

Chairman HAWKINS. Mr. Hayes?

Mr. HAYES. I will tell you, your testimony has been so comprehensive until you hardly know where to start. I have been exposed to so much good stuff.

Ms. HUGHES. You flatter me.

Mr. HAYES. I come from the Midwest and there is a growing feeling that we are being squeezed by the two coasts.

Ms. HUGHES. No, let us say you are being embraced, because I originally came from the East Coast to the Golden State and I came here to work on my PhD. I got my Masters and my Bachelors on the East Coast, but coming here and looking at K-12, we were way ahead. My children came here in the second and fourth grade and they were way ahead in terms of what they were learning. So, we did find, in California, a higher education, but we were still hurting on the elementary level.

And so even though they were identified as gifted children and they got into a gifted program, the things that they call gifted, taking them on field trips and what have you, they said to their teachers, "Why, my mom did that with us three years ago." So, we still have a long way to go. We, as Californians do not stick our chests out as being the best.

Mr. HAYES. I am the first one to admit that.

Ms. HUGHES. Okay.

Mr. HAYES. I think you are right. You have a long ways to go, but starting with Massachusetts, with a pause in Texas and then to California, that is the way most of the dollars tend to flow from the Federal Government. I would like to find out from you what is your estimated ratio of high school drop-outs in Los Angeles or California, per se?

Ms. HUGHES. Well, I do not know that we have accurate facts and figures. It is larger than I even want to guess. And that is further complicated by the fact that we are daily having more migrants into our state. And, there is a tremendous problem with schools and the school population that is considered at risk. What might be interesting for you to know is that these drop-outs are not

all minorities. These drop-outs are students who have not been interested in what was going on in their school.

Let me give you an example. We have—and I was talking about my legislation on specialized high schools. In SB-813, I created something that I encouraged specialized high schools, that concept and that bill, and we got the high school of performing arts at LA County, high school of performing arts. That means that that high school, it encompasses many districts other than the LA Unified School District. For students to get into that specializing school, they had to show particular talent and audition and it is very, very competitive.

Well, in visiting the school, I had several students walk up to me and say, "Thank you for making school fun." Several young people said to me, "I was going to drop out." These were some middle class kids said, "I was going to drop out and I do not know what my mom and dad were going to do with me. They are going to send me to reform school or something, because they said I was not interested. School turned me off." Now, school turns them on. We have to make sure that all of our students are turned on.

I want to share with you, Congressman, the fact that next Tuesday an elementary school in my district, in the City of Cudahy, is going to be named after me. The school was just built in September. I have asked the School Board to make this a magnet school. The first person said, "Make it a music and art." And my next reply to them was, "No, make it in science and math," because that is what our kids need. Our children need to have this technology and background-type of skill so that they can be available for the jobs that are available here, as many of this industry comes to our state.

We have to begin at the elementary level. It is fine to have specialized high school at the high school level. I am proud that Los Angeles has magnet programs. But, there needs to be more magnet programs. Now, you are going to hear about choice. We are going to hear about it in Sacramento. The thing that boggles my mind is that, choice is fine provided you have adequate transportation like you have on the East Coast, like you have in Chicago, like you have other places. We do not have adequate public transportation. Transportation is a big problem for us. We cannot get on a subway or on an express train and get from one side of the city to the other, but we can get to a satellite area.

We have some magnet schools. We have a 32nd Street magnet school right here in this community. Kids come from the more affluent parts of the city to this magnet school. This is important. This is the kind of thing that we need to do just because we are so populated, just because we are so spread out. And, yes, we like to dance and sing and we like athletics. But, we have to be building those space rockets and be on them

Mr. HAYES. My time, I know, has already expired here in talking to you, but I want to just close by saying that I am a little bit frustrated as a legislator, trying to find an answer and I think the Hawkins proposals as to funding go in that direction, to trying to give an opportunity for education for those kids who come from parents where—who economic—have no money, some that lose hope and do not stay in school, they drop out before even getting a

high school diploma. And when I see that they spend, in my state, in Chicago, Cook County, eight hundred dollars more per year for a kid that goes to high school, a school in the suburbs as opposed to one in Chicago, where you have computers in abundant supply in this technological society we live in the suburbs, but there is a shortage of computers because of lack of funds in the inner-city.

How you deal with that kind of situation, I am sure you do not have it here in California. I am just trying to find out. My people in my district, one of the poorest districts in the whole U.S., Mr. Chairman, they spend more money on the lotto. They told us at the beginning when it was instituted, fifty percent would go for education. We cannot get an audit to even find out how much is going for education. But these are the kind of problems, I think, that we are trying to face, and maybe you got some answers in the legislation.

Ms. HUGHES. Well, I am not completely satisfied with our lottery either. Our lotto was brought about through initiative. People were never really told the truth. They were really never told exactly what the money could go for and what it could not go for. And there are restrictions on it. That is the reason that I am not for legislation by initiative. That is the kind of job that we should be doing so that we can see all of those things. Here sits before you a woman from Harlem, okay. So, your community looks just like mine that I came from. We know what it is like to be needy. We know what it is like to be hungry and cold, which we do not experience too much of in Southern California.

Mr. HAYES. Not too much cold, hungry, yes.

Ms. HUGHES. Yes, but not cold. But, I think that if we can do anything it is to give motivation. It is to provide the kind of programs that the Hawkins Act talks about, telling young people why they should not drop out, telling young people early on and enhancing early childhood education, so you start when they are little. You do not start when they are in high school or getting ready to drop out, making opportunities for them to visit places in their community.

You have wonderful cultural things in your state, all of you gentlemen. I am sure that your schools are taking advantage of those cultural opportunities, but you also have to see that some money is provided for the very foundation which they have to have built in order to grow. Early childhood is one of the most essential—the most essential things that could ever happen. We need more Head-Starts, before start programs, and everything else. We probably even need in-uteral programs, so that fetuses are stimulated properly.

Mr. HAYES. We are working on that.

Ms. HUGHES. Okay.

Chairman HAWKINS. Well, I think that—if I may get this little friendly conversation cut off here. We are moving a little slowly. Again, we would like to thank you, Ms. Hughes and commend you on your excellent program. As you can see from the chart that our proposal are those bars above the current service line. If those bars are implemented the way we propose, it would put into the educational system some two and a half billion dollars annually for the next four years. Now, that obviously, is not enough, but it is a

great deal better than those red bars that are below the current service levels and that is the Bush budget as of now.

We hope, obviously, to persuade him to come up above the line with us. We would hope, however, that if we can do that, that you will not feel, in the state, that you have to cut back because you're getting this additional Federal money. We would hope that a very strong maintenance of effort idea would prevail so that if we increase Head-Start, as you so ably indicated yourself, above the eighteen percent who are now enjoying it, but the eighty-two percent who are not, that you would feel that somehow on the state level, you can help to supplement what we are doing. We are supplementing, as it were, what you are doing, but the basic job is not really being done. And so we hope that because of your leadership in Sacramento, that we can expect the type of cooperation that I am sure that you are capable of providing.

Ms. HUGHES. Well, you will certainly have my cooperation because you have provided the kind of role model leadership in the course of adversity that I would like to emulate. I just want to know your secret to keeping down your blood pressure. I am still taking my blood pressure pills. But, thank you so much, Congressman.

Chairman HAWKINS. Well, I raise hell, but not publicly.

Ms. HUGHES. Okay, thank you.

Chairman HAWKINS. Thank you, thank you.

Ms. HUGHES. Thank you.

Chairman HAWKINS. The next witnesses will consist of a panel and I hope the witnesses will be seated as their names are called. We are moving somewhat behind the schedule. I am going to ask the witnesses who have prepared statements to submit the statements. We will include them in the official record, the same as if they have been given verbatim. We will hope that you can give us your highlights and leave some time for questions. It is pretty obvious that we have members who are very adept at questions. Ms. Ella Andrews, the First Vice Chairwoman, Chairing the Chapter I, District Advisory Committee, Region C, Los Angeles Unified School District, Ms. Nancy Jenkins, Vice President, Education, California State PTA, Ms. Ilene Blaisch, Director, Women Helping Women, Los Angeles. We welcome the witnesses and we look forward to your testimony. Beginning first with Ms. Andrews.

STATEMENT OF ELLA ANDREWS, 1ST VICE CHAIRWOMAN, CHAIRING CHAPTER I, DISTRICT ADVISORY COMMITTEE, REGION C, LOS ANGELES UNIFIED SCHOOL DISTRICT (LAUSD)

Ms. ANDREWS. Good morning.

Chairman HAWKINS. Would you pull the microphone closer? If anyone has problems hearing at anytime, if you will just wave your hand up, I am sure I will recognize it, and we will try to accommodate. Mrs. Andrews.

Ms. ANDREWS. Thank you. Good morning, to Congressman Augustus Hawkins, Chairman, to the subcommittee and co-presenters. My name is Ella Andrews and I am the 1st Vice Chairperson, chairing the District Advisory Committee of Region C in the Los Angeles Unified School District. I am also the elected District Advi-

sory Committee, DAC, representative from the 99th Street Elementary School, Region C, Los Angeles Unified School District.

I want to thank you for this opportunity to testify regarding the school improvement amendments of 1988. Many parent concerns about Chapter I and the need to improve and implement the Chapter I program are expressed in the new school improvement amendments. Today, more than ever, the need for quality education is most evident in this new age of technology, new discoveries and research. Today, more than ever, we are finding our nation at risk because of the lack of quality education in our schools across the nation.

According to some recent reports from National Research Council, most students leave school without enough skills to meet job demands or to continue their education effectively. It concluded that we are at risk of becoming a divided nation in which knowledge of mathematics supports a productive technologically powerful elite, while a dependent, semi-literate majority, disproportionately Hispanic and African American, find economic and political power beyond reach.

The current Administration's budget proposals to provide funding to carry out the new amendments set forth in H.R. 5 should have been ten times the amount funded. The concern regarding the funding is about President Bush's outlay freeze. This outlay freeze tends to freeze funding and spending over a number of years in time. This, I feel, will greatly effect the many programs set forth in H.R.5. The public should be aware of the outlay freeze and how the freeze will effect future Head-Start, pre-kindergarten, elementary, secondary and college programs.

I, like other parents and citizens, would appreciate anything that can be done to see that the outlay freeze does not occur. Being involved in the school system for the past twenty years, I have seen so many changes in education. But the greatest and heartbreaking changes are seeing so many students go through the educational system and not achieve. True there are great numbers of students who are achieving and becoming successful in our society. But the masses of students who are not achieving and who are dropping out of the educational system is appalling and is putting our nation at risk.

Yesterday—I walk through my community quite often, and yesterday, I stopped to talk with a mother. And her concern was about her eleventh grader who was out ill for awhile. And he—when he returned back to school, he did not go to school for three weeks. And she had just recently enrolled him in the local high school. And in talking with her, she said, "Well, I do not think he is satisfied with his classes." I said, "Well"—I took a minute to think about it because I have known the child since before he was born. And we went back to the high school and we talked with the counselor, the head counselor. The classes the child had were not for him. When they re-did his schedule, he had third year Spanish, he had all of his history, he had the correct classes, because I looked at him and I told him, I said, "Look, you are going to make it in spite of your illness, in spite of just mamma in the home. You are going to make it, because you have a brain and I have seen that brain work in pre-school, in kindergarten, in first grade."

He had a better feeling about himself. He promised he was going to classes. We were able to ask for a progress report and he is thinking of taking advanced placement classes. This is all because of a concerned parent, concerned about her child. I must say this to other parents—and I hope in some way that—when we give information to parents, sometimes you not only have to give information, you have to take them and go with them to see that that information given is carried out for the benefit of their child.

The new amendments to H.R.5 will hold school districts accountable for student achievement. We ask that your subcommittee recommend all mandates of the original Title I regulation be mandated in the new H.R.5 regulations. The districts need stronger monitoring of the Chapter I programs. And I mean stronger monitoring not just for the sake of having reviews to see if they are in compliance, but to have monitoring to see if the children are really achieving and seeing the numbers of children that will test out of Chapter I. The cry of many parents is that the children have been—so many children cums have shown that they have been in Chapter I from kindergarten, first grade or second grade, all the way through twelfth grade.

So, we want to see some movement of children and numbers of children testing out of Chapter I. Parents and community representatives of children in Chapter I must begin to receive serious political education and training in matters pertaining to education so that they are prepared to support their children in this quest for quality education, high achievement, self-fulfillment and success. Parents and concerned citizens must see that the goals set forth by school districts are high, as intended in H.R.5. If not, parents and citizens must know how to reach you, Congressman Hawkins, and their state Departments of Education. Local Chapter I school advisory councels must do more than advising and recommending. They must again be mandated to be decision making councels. They must be understood that the councels are there for the concern and the benefit of the education of the children in the schools.

It is a deep concern that school districts will devise ways maybe to infuse or incorporate or put Chapter I programs under the umbrella of other district or state programs. This should not be, because the H.R.5 guidelines are not to be superceded in this way. We ask your continued support of our children, that they may become high achieving in this educational system, that the quality of the education that they will receive will be the best that this nation will have to offer. Thank you.

Chairman HAWKINS. Well, thank you. Mrs. Jenkins.

STATEMENT OF NANCY JENKINS, VICE PRESIDENT-EDUCATION, CALIFORNIA STATE PTA

Ms. JENKINS. My name is Nancy Jenkins and I am here today representing the California State PTA. Thank you very much for sponsoring this hearing and allowing us time to voice our concerns about the financial support the Federal Government sees fit to give to schools and we appreciate all that the people have done in Congress and the Senate to make sure that the funding was at the level that it has been. We obviously, as National PTA and here in

California, would like to see much more, but we have a tremendous bias on the part of children.

My comments will be limited to speaking about California because that is where we are most knowledgeable as California PTA. Because of the characteristics of our state, obviously, programs such as Chapter I, Bilingual Education, Even Start and the Drop Out Prevention programs are examples of what we think are crucial to be funded and to be part—a strong part of our school. It is our opinion that if this country cannot afford to fund these programs that intervene at the very earliest stages of a child's schooling, then we can ill afford the remediation and special education costs that are much greater, nor can we much less afford the litany of problems that are so costly such as welfare and incarceration.

I am sure you find such poverty, as we have in California, wherever you go across this country. Perhaps the thing that seems to make California unique is that we have tremendous numbers of families living in poverty, but also they come from such a wide variety of cultures and speak so many different languages. You can go to almost any fairly large school district in the Southern California area, and I think that is true of middle California, too, and find a school system struggling to teach children who speak sixty to eighty languages. That is true in Orange County district. It is in Glendale. It is in Long Beach, not to speak of Los Angeles Unified that is a mega-system.

Along with the language barriers, as I have said, you find pockets of extreme poverty and transiency, but not just confined to the urban areas, because you find that in suburban areas as well. I am from a suburban school district that is fifty-five percent Hispanic and we have barrios and poverty even as these people live side by side with middle class or upper middle class. And that is probably one of the worse problems, because the cost of housing is so terrible. And yet, we find our children, whether they are minority background or poverty background families, living side by side in areas where there is, you know, very, very high financial standard of the family.

More and more, we sense that we have a two-tier society because the tremendous numbers of families that have these circumstances almost negate, in some places, the ability of the community to put forth its stabilizing influence. Many places, you know that the community itself stepped in and supported families that were in trouble. But when a whole community ends up being almost—I hate to say it, but almost having a major part of their families classed as being dysfunctional, then the community cannot help itself as much as it used to in past years. Because of these problems, we believe that we are fast approaching a two-tier society; one where we are going to find many students moving on to higher education and being able to find technical jobs in an increasingly information based, technology based society. And then we are going to find those children who drop out of school early and do not have any education and perhaps, an even greater travesty are those children that make agreements, unspoken, unwritten, that they will not cause problems and they will stay in school and get a diploma.

As a Board member, I shook the hands of many a student that received what I have termed an empty diploma, graduating with

straight B's, making no problems and learning nothing, are functionally illiterate young adults. And that, to me, is the worse crime than the drop-out who openly says, "I have had it with your system." I think if this is continued to allow to happen, we are going to bring down this great nation of ours from within. We will not need to worry about other countries. We will do it to ourselves.

Now, going to money; many educational reformers like to say that it does not take just money to correct the system. But if we do not have adequate financing to address the needs of the children we are speaking about today, then an already over-burdened system is going to become bankrupt in the true sense of the word. Not only do we need additional monies to support programs that are targeted for special populations, but—and this is the emphasis of my comments today—we cannot continue to look at the school in isolation. The students come from the community. So, the ills and the problems of the community must be taken into account. The students, as part of the community, bring these problems, poverty, transiency, language barriers, mental and physical abuse, drugs, and perhaps worst of all, lack of caring by their family, with them as they walk through the doors of the schools.

Until these problems are addressed, you cannot hope to achieve great academic success with these children. It was Doctor Goodlad, I think, who quoted that, "the curriculum of the school is not that which is written and sitting on the shelf to be used, but is made up of that which the students and staff bring to the doors of the school each day."

Education cannot do it all. Not only must we support the schools in trying to help these children, but we must provide help for the parents. And who, but PTA, can speak more loudly and clearly about this concern? We must support parents through the use and coordination of community agencies that can work closely with the schools. I was a liaison to a Governor's Study Committee on drop-out prevention and I was appalled to find that at the state level, agencies do not have any allegiance in their mind set of working with the schools closely at the county or community level. If the state leadership does not suggest to its counterparts throughout their system that they should be seeking to work cooperatively with the schools, then what hope is there for the local agency, on its own to buck regulations, to go out and work with the schools.

And it is the teachers who repeatedly tell us about the children who are having problems. They see the children with the problems, but they do not have the time, nor does the school have the wherewith-all to go out and lobby to get the agency to come in and address mental health problems, family counseling, physical problems, even such as eyeglasses, let along malnutrition and so forth.

As you help the children, you are helping the parents in your Even Start and that is what we like so much about the program as we understand it. Research has shown this to be the only effective way of providing early intervention. Our concern though is that this beautiful philosophy stops at age seven, as we understand it. It should be continued through the grades, because it is in the early years, the elementary years and the middle years of schooling that you hope to place children firmly on the road to being learners and

who will go on to value school and to value being successful in school no matter what problems come to the family.

In many instances, our schools are the only security that children know, and if they can learn to want to be in school because it is a supportive environment, it is not defeating them—and we do have a system that works to defeat children, I am afraid to say. But if we can do something to change that, then our children may survive no matter what problems their immediate family is going through.

As part of the National PTA, we work to strengthen the Chapter I parent components. We have worked at the state level in PTA to rewrite the regulations or the implementation language to strengthen parent involvement at the local school site level. But teachers, as I have said before, at all levels are telling us that parents cannot control their children. They are crying out for help. The teachers are crying out for help. They are pleading with PTA, as parent organization, to do something, to take ownership of this problem. Obviously, we are willing to do what we can and we need to do much better, because we are not proud of our track record in parent education.

But, ironically, if you find a strong PTA at a school, you find a PTA that is being coerced, cajoled and mandated to raise funds for that school, not for parent education programs, but for computers, carpeting, you name it. And yet—and this is the irony and this is where my frustration comes out, because I am shortly going to be Parent Education VP, we are told that parents do not know how to raise their children, that they do not know how to support their children in school. If this is really key to a child's success, then for heavens sakes, if you have a PTA worth its salt, why are you asking them to buy computers? Why are you not working as school site people to get that PTA to round up every parent that is mobile and get them over to that school to go through an afternoon, a morning or an evening class or study session on how to work with your children?

We all needed help when we were raising children. If I have any credentials at all, it is because I have three grown sons that have now come back to me as my best friends. With this plea to you to make parent education a part of every school budget, not just Chapter I because my goodness, a child might move out of Chapter I, not just bilingual, because they may become bilingual and successfully move out of that program, but they should find a school setting where parent education is available for all parents of all children. Thank you for your time.

[The prepared statement of Nancy Jenkins follows:]

PTA CALIFORNIA CONGRESS OF PARENTS, TEACHERS, AND STUDENTS, INC.

TO: **Members of the Subcommittee on Elementary, Secondary and Vocational Education**
FR: Nancy Jenkins, Vice President of Education
California State PTA
RE: Hearing on the Effect of the Administration's Budget Proposals on the School Improvement Amendments of 1988 - - March 31, 1989

My name is Nancy Jenkins and I am here today representing the California State PTA. I would like to thank the members of the subcommittee for providing us this opportunity to voice concerns about the federal government's level of financial support to schools. My comments will be limited to speaking about educational needs in California as that is the area about which we are most knowledgeable. Because of the characteristics of the school population in this state, Chapter I, Bilingual Education, Even Start, and Drop Out Prevention are examples of programs that are crucial to us and that must be fully funded. It is our opinion that if this country cannot afford to provide programs that intervene at the very earliest stages of a child's schooling, then we can ill afford the tremendous costs that go with remediation and special education, much less the litany of even more costly problems so often associated with a lack of education.....welfare, incarceration, etc.

Across our country I am sure you can find many instances where there are large urban areas of poverty, more often than not made up of people from minority backgrounds. What makes California unique, is that not only do we have tremendous numbers of families living in poverty, but they are from such a wide variety cultures and and speak so many different languages. California is a "port of entry" for central and south America, Mexico and the countries around the Pacific Rim. These immigrants must be helped in learning the English language and this one facet adds tremendous problems to our public school system. In any good size school district in the southern California area, you will find the staff struggling to teach students who are speaking from 60 to 80 different languages.

Along with the language barriers, you will find large pockets of extreme poverty and transciency in urban as well as suburban areas, and situations were large numbers of families can be considered to be almost "dysfunctional." When the numbers of such families become so large, the stabilizing influence of the community is negated. More and more we sense that we will have a two tier society, young people coming out of school well equipped to go on to higher education and to find jobs in a technology oriented society versus those who drop out of school or graduate with such a low level of academic skills that they are precluded from all but the lowest paying jobs. Because this often leads to criminal activities, PTA believes we are fast approaching a level of societal chaos that will actually undermine, from within, this great nation of ours.

Many educational "reformers" like to say that money will not cure the problems in education, but without adequate financing an already overburdened system will become bankrupt in the truest sense of the word. Not only do we need additional monies to support specialized programs for targeted populations, but we cannot continue to look at the school system in isolation. The students come from the community, so the ills, the problems of the community must be taken into account. The students, as part of the community bring these problems --poverty, transciency, language barriers, mental and physical abuse, drugs, lack of caring, etc.-- with them as they walk through the school doors. Until the problems are addressed, very little academic learning can take place. (I believe it was Dr. John Goodlad that said the curriculum of the school is not what is written and sitting on the shelf to be used, but is made up of that which the students and staff bring through the school doors each day.

Education can not longer do it all. Not only must we support the schools in trying to help these children, but we must provide help for the parents through use of community agencies that should be working extremely closely with the schools. But to do this, we must stop carving up our children and families into beaurocratic pieces. That is why the California State PTA likes the components in Even Start. As you help the children you are helping the parents. Research has shown this to be the only effective way of providing early intervention. Our concern is that this beautiful philosophy only goes to parents of children to age seven. It should be continued to other grade levels as it is during the early years of childhood, the elementary years and middle years of schooling that you hope to place children firmly on the road to being "learners" who will go on to value school, and be successful in school not matter what conditions the family.

As part of the National PTA organization, we have supported strengthening of the parent involvement component in Chapter I for these very reasons. We have also worked at the state level in California to enforce and enlarge the parent involvement component as it is written into the implementation language for Chapter I for California schools. Teachers at all levels are telling us that parents cannot control their children. They are pleading with PTA, as a parent organization, to take ownership of this terrible problem and do something, anything, that will teach parents learn how to raise their children. Obviously we are willing to do this, but ironically, if there is a strong PTA at a school, it is usually asked to raise funds for any and every thing the school can think of except parent education activities.

As we plead for federal and state funds that will adequately support our schools in solving the multi-faceted problems with which they are struggling, PTA would like to add this request. If parent support is truly key to a child's success, please make parent education important enough to be part of the school budget. Only when time, which equates to money, is allotted for this will schools really plan on working with parents in a meaningful way. Chapter I, which we so heartily support, attempts to do this; how often is this philosophy repeated in other schools?

Chairman HAWKINS. The next witness is Ms. Ilene Blaisch. I am not so sure I am pronouncing your name correctly. Would you, for the sake of the record, pronounce it?

Ms. BLAISCH. Ilene Blaisch.

Chairman HAWKINS. Blaisch, Blaisch.

STATEMENT OF ILENE BLAISCH, DIRECTOR, WOMEN HELPING WOMEN, LOS ANGELES

Ms. BLAISCH. Good morning to you, Congressman Hawkins and the other members of the subcommittee. I, too, am very pleased to have the opportunity to be here to talk with you today. Again, my name is Ilene Blaisch. I am a licensed clinical social worker and I am also the Director of Women Helping Women, which is a community service in Los Angeles sponsored by the National Council of Jewish Women.

This volunteer based program addressed the wide range of social, psychological and economic problems facing contemporary women and their families through a variety of low or no fee services. I am also speaking on behalf of almost ninety community based organizations in California who, due to grants from the Carl Perkins Act, have begun to form, for the first time, partnerships with vocational and educational programs throughout the state. I also speak on behalf of the thousands of teen age and adult single parents and displaced homemakers, who have received benefits from these services and thousands more who need help.

If you are following along with the comments, I am going to be skipping a couple of sentences here and there. I am here today to support and further address the broad issues of school improvement and the budgetary concerns before us from a community service perspective as Ms. Jenkins has just talked about. I assume that it is understood by most of us that we do know about the significant effect of the budget cuts in education over the last decade and the tremendous effects that it has had. I not only completely support the amendments set forth for school improvements, but I want to elaborate a little bit upon them.

It is not news to anyone of us that the educational process is powerfully impacted by a gamut of social forces that we see in the headlines today; drug abuse, gang activities, violence in the schools, child abuse, cultural diversity and racism and increasing numbers of poor families headed by single parents, usually mothers. How can the children be expected to learn and be alert in school when so many of them share the burdens, the tremendous burdens of their single mothers at home who lack appropriate counseling, appropriate parenting skills, adequate job training, decent salaries and affordable child care?

Children who come from dysfunctional families are not able to concentrate on learning. How do we break these generational cycles and help disadvantaged students grow and flourish in the educational system? Children and parents need help finding services to help them. I am here today to plead to you to consider that education needs to develop effect partnerships with community services and benefit from collaborating with the social service and mental health professionals. It is unethical and demoralizing to

charge the schools alone with the responsibility of providing education which cannot be effective under such conditions. These innovative partnerships can be highly effective and can be applied at all levels of education.

We happen to have right now in California an effective model in operation to illustrate the effectiveness of these partnerships. The State Department of Vocational Education has an extensive network of sex equity and single parent homemaker programs at the local district level. This progressive law recognizes that education alone cannot tackle the hurdles of the resource needs of disadvantaged students. Many single parents are far too overwhelmed with emotional problems, child support issues for example, to know to even call on the local occupational center and enroll in a program that may offer them training in a non-traditional program that would enable them to earn a more competitive salary.

Yet, they do feel able to respond to a community service such as Women Helping Women which now, as a result of this networking, knows about the educational programs and can assist these women through the tremendous process towards self-sufficiency. A comprehensive study has been made so far in the last couple of years of the Perkins funding and we are already seeing, in such a short time, tremendous results. Sixteen thousand individuals in the 1987/'88 program year were served by events such as career fairs or conferences and nearly eight thousand received ongoing services consisting of employment and career counseling, vocational training, personal and family counseling, transportation and child care.

Of these numbers, thirty-one percent became employed and over forty percent entered vocational training programs and most indicated that the help they received had significant impact on this. In addition to the community partnership, the Perkins Act also addresses an extremely important school improvement issue. Progressive sex equity programs in schools are incorporating tremendous prevention strategies by teaching young girls and boys the necessity of realistic educational directions to deal with contemporary social and economic realities. Young girls were never socialized or educated to become self-sufficient, but to adopt the stereotype that traditional roles can no longer support.

I would like you to—I would like to refer you to later look at the testimony of the California Vocational Education Equity Council which further addresses the sex equity issues. I have learned recently that in the budgeting process this issue of flexibility from national to state levels is an important one. By contrast, it appears that the specific set asides that the national level, at least in this case, in California, have allowed the states to implement these partnerships between education and community services. As the states are already stretched to do more than their budgets permit, the specific directions provided at the Federal level have proved very useful and very effective, whereas flexibility may have allowed such programs to be lost.

As with any innovative program of this magnitude, an appreciation must be gained for the time it takes to efficiently implement the programs and here also, the set asides have served to protect the early phases of the program as it develops.

In summary, I respectfully urge this Committee to consider the success thus far of the Carl Perkins programs in California as a model to develop similar partnerships in other levels of elementary and secondary education. I believe this is far too serious an issue to leave to the flexibility of the states and that specific set asides should mandate implementation of expanded social services available through education. Those of us working in the community must, together, work with our Government to address the powerful obstacles to education we face as a result of social and psychological problems and consequently how avenues are blocked toward greater strength of individuals who collectively define the strength of our country.

The development of effective partnerships between education and community service are completely in support of several programs outlined in these School Improvement Amendments of 1988 and would greatly enhance the overall provisions. Thank you.

[The prepared statement of Ilene Blaisch follows:]

TESTIMONY OF THE LOS ANGELES SECTION, NATIONAL COUNCIL OF JEWISH WOMEN BEFORE THE U. S. HOUSE OF REPRESENTATIVES, COMMITTEE ON EDUCATION AND LABOR (Subcommittee on Elementary, Secondary, and Vocational Education) ON THE SCHOOL IMPROVEMENT AMENDMENTS OF1988, MARCH 31,1989

I am Ilene Blaisch, Licensed Clinical Social Worker and Staff Director of Women Helping Women, a community service of the Los Angeles Section, National Council of Jewish Women (NCJW). This volunteer based program addresses the wide range of social, psychological and economic problems facing contemporary women (and their families) through a variety of no or low fee services. Today I represent the twenty-five hundred members of NCJW locally, who, along with a national membership of 100,000 support a one-hundred year history of innovative service, education and advocacy to promote the quality of life for all people. I am also speaking on behalf of almost 90 community based organizations in California, who, due to equity grants through the Carl D. Perkins Vocational Education Act of 1984, have begun to form for the first time, effective partnerships with vocational and educational programs throughout the state. As community organizations we deal with the tremedous obstacles of disadvantaged populations, specifically teen and older single parents, homemakers and minority females, in helping them to gain access to VOC/ED opportunities, and subsequently, toward positions of self-sufficiency. Additionally, I speak on behalf of thousands of single parents and displaced homemakers who have received benefits from these services thus far and thousands more who need our help.

I understand that this committee is hearing various perspectives on the School Improvement Amendments of 1988 in relation to the sufficiency of the Administration's current budget proposals. **I would like to support and further address the broad issues of "school improvement" and the budgetary concerns before us today from a community service perspective.** I assume it is understood by most of us that the significant reduction in the education budget over the last decade has had insidious effects on one of the more important institutions in our country. I completely

underscore the amendments set forth for school improvements and want to elaborate on them. It is not news to any one of us that the educational process is powerfully impacted by a gamut of social forces: increasing drug abuse, gang activities, crime and violence in schools, child and spousal abuse, cultural diversity and racism, and increasing numbers of impoverished families headed by single mothers, to name a few. How can children be expected to be open and alert to "learning" at school when so many of them share the tremendous burdens of their single mothers who lack appropriate parenting skills, adequate job training, access to decent salaries, or affordable child care? Children from dysfunctional families aren't able to concentrate on learning. How can the generational cycles be broken and disadvantaged students be allowed to grow and flourish in the educational system? Children and parents need help in obtaining the social and psychological services they need. **Education needs to develop effective partnerships with community services** and benefit from collaborating with the resources of professionals with specific training and expertise. It is unethical and demoralizing to charge the schools alone with the responsibility of providing education which cannot be effective under such conditions. These innovative partnerships can be highly effective, make a difference and can be applied at all levels of education.

We happen to have an innovative and effective model in operation right now in California education to illustrate the effectiveness of such partnerships. The State Department of Education has implemented an extensive network of sex equity and single parent/homemaker programs at the local district level in response to the mandates of the Carl Perkins Act. This progressive law recognizes that education alone cannot not tackle the hurdles of the social and psychological problems and other resource needs of disadvantaged students. Even with programs available at local occupational centers, most displaced homemakers are far to overwhelmed with legal and emotional problems, for example, to know to call the local ROP and enroll in a non-traditional job training program which would enable them to earn a competetive salary. Yet they do feel able to respond to a community service such as a Women Helping Women which now knows all about ROP training programs and can assist women through many aspects of the process toward self- sufficiency. A comprehensive review of these single parent/homemaker projects was conducted by the Evaluation and Training Institute for the last two

Perkins' funded years. In a short time, we're already seeing results. In the 1987-88 program year 7,000 teens and 9,000 adults were served by events such as career fairs or conferences and nearly 3,000 teens and 5,000 adults received ongoing services. These services consisted of career and employment counseling, vocational training, personal and family counseling, and support services such as transportation and child care. Seventy-five percent of the participants had annual household incomes of $10,000 or less with 39 perscent receiving less than $5,000. Of these numbers, 428 teens and 1,256 adults (31%) became employed as a consequence of their participation in the projects and over 40 percent entered vocational training programs. A great majority indicated that the help they received had significant impact on their decision to enter or remain in training programs and their ability to find jobs.

In addition to this community partnership, the Perkins Act also addresses an extremely important "school improvement" issue. **Progressive sex equity programs in schools are incorporating tremendous prevention strategies by teaching young girls and boys the necessity of realistic educational directions to deal with contemporary social and economic realities.** Traditionally, girls were not educated or socialized to become self-sufficient in life. In regard to sex equity programs, reporting districts indicate that more than 91,000 students (unduplicated count) participated in activities including career fairs, workshops and employability classes and that nearly 250,000 persons were impacted by various written and/or audiovisual material. The consensus of personnel and participants involved in both single parent/homemaker and sex equity programs in California is that an increase of networking in the community and general awareness of sex equity issues have tremendously increased effective interventions in the school system.

I have learned that in the budgeting process, the issue of "flexibility" from national to state levels is an important one. By contrast, it appears that in fact the specific "set-asides" of the Perkins Act have allowed the states to implement these partnerships between education and community services. As the states are already stretched to do more than their budgets permit, specific directions provided by the federally determined set asides in this case are proving to be very effective, whereas flexibility here may have allowed this essential program

to get lost. As with any innovative program of this magnitude, an appreciation must be gained for the time it takes to become efficiently implemented and here also the set asides serve to protect the early phases of the program as it develops.

In summary, I respectfully urge this committee to consider the success thus far of the Perkins' programs in California as a model to develop similar partnerships in other levels of elementary and secondary education. I believe this is far too serious an issue to leave to the flexibility of the states and that specific set asides should mandate implementation of expanded social services available through education. Those of us working in the community must work together with our government in addressing the powerful obstacles to education we face as a result of social and psychological problems, and consequently how avenues are blocked toward the greater strength of indviduals who collectively define the strength of our country. The development of effective partnerships between education and community service completely support and enhance the provisions outlined in the School Improvement Amendments of 1988.

Chairman HAWKINS. Ms. Blaisch, with respect to reauthorization of the Vocational Education Act, do I understand that you support or that you would support a modification in the set aside provision?

Ms. BLAISCH. What I support is that the set asides be maintained at least at their present level and be capped rather than to modify them, because we have felt that this has enabled the programs to be implemented.

Chairman HAWKINS. Well, would you provide any flexibility whatsoever in those instances where, let us say, a set aside may be too large for some group and therefore, proved to be unuseful for other groups and thereby, restrict the flexibility for local administrators?

Ms. BLAISCH. From my understanding——

Chairman HAWKINS. In other words, would you support any flexibility to move from one to the other within certain limits?

Ms. BLAISCH. Well, I guess it depends on what——

Chairman HAWKINS. What limits are you talking about?

Ms. BLAISCH. [continuing] what the limits were and what we are talking about. It is the overall concept of flexibility versus the set asides that I have become——

Chairman HAWKINS. That is one of the great issues, you know, in the re-authorization of the Act. It has the Committee somewhat perplexed.

Ms. BLAISCH. Right. I know, and that is why I wanted to underscore how well it seems to be working for us in California.

Chairman HAWKINS. Well, may I also—with respect to parental involvement, while you did not specifically refer to it, I would recommend the re-reading, for those of you who are interested in parental involvement, the second pages in the School Improvement Act. I think they are specific and very meaningful to the extent that parental involvement is mandated and it is not just an afterthought because the involvement begins with the design and initiation of a program that school districts must report specifically to parents at all times. They must have special material to help the parents. They must, in addition to that, use a set aside in the provision to employ or to involve as aids, et cetera, in the classroom parents. They must disaggregate the progress of each student that goes to a single student.

The case Mrs. Andrews referred to in which she was involved in helping a single student is somewhat mandated across the entire classroom, that every individual in the classroom is to be monitored. I think you will find that a great amount of thought has gone into the parental involvement section, and I would certainly expect and hope that those of you interested in that subject matter would just take those pages, duplicate them and use them as a Bible in your relations with parents, with the community, with each other. Generally speaking, nation-wide, only about twenty percent of parents ever visit schools, and I would imagine that average means that in some areas, maybe Los Angeles, fifty or seventy-five percent of the parents never visit the school or even know that they have certain rights and privileges.

So, I think we have gone a long way. The problem is the Act has not been implemented yet despite the fact it was passed over a year ago. So that each day we lose the Act not being implemented,

means that so many children are going to be sacrificed. And the Act, obviously, is not fully funded yet which means that all of us have the job of making sure that the money which is called for in the Act is made available and that is the reason why we are here in Los Angeles and going throughout the country. We are not advocates but we, obviously, would like to provide the technical assistance available to you. You can demand it, if you wish and you are required—schools are required to furnish you with reports from time to time on the progress that is made.

Now, if this falls down, the state is supposed to intervene. There again, if the state does not do its job, the Secretary of Education is supposed to be monitoring the program. And if he does not do his job, then obviously, this Committee and its Senate counterpart can see that the program is monitored. Beyond that, I do not know what we can do. I think we have gone a long way. Mr. Hayes?

Mr. HAYES. I share your opinion, Mr. Chairman. These three people—you have presented us with different views in improvement of education. And we need your help. California has more representatives in Congress than any other state. This is not a bi-partisan issue. You would be helpful to—not a—it should be partisan and it should be bi-partisan because it is a human issue. If you would use your influences from your respective organizations, to talk to some of those members of the Appropriations Committee from your state, and impress upon them that the President's proposal is wrong. We waited long enough to implement the improvements Mr. Hawkins' Committee has recommended and suggested, and see if we can get some movement. We need the help. And I will yield whatever time I have left to my colleague here to my right.

Chairman HAWKINS. Mr. Payne?

Mr. PAYNE. Thank you very much. I just have a question, as a former PTA President of the elementary school where my children attended school many years ago. We had a great deal of parent participation at that time. That was a long time ago. I have seen parent participation drop off since then. So I might just ask any one of you, maybe Ms. Andrews who is very involved with Chapter I and the others of you who are involved with PTA—I do not know whether the final speaker is a parent and therefore, involved in a PTA, but I see that your background certainly puts you involved with families and children and so forth.

I would just wonder if you have any ideas as to why there has been such a continued gradual declining in the amount of parent participation and what might be some ways that we could try to energize that very important aspect? Ms. Andrews, would you like to try?

Ms. ANDREWS. Well, I think parents must feel and know they are welcome into the schools and into the educational process. They must feel it and they must know it, and they have to see it. They have to see it in evidence. Parents who are active in the local school and throughout the district, other parents come to them or other parents see them in leadership roles and so they come to them to question them or to ask questions or to get their—get their opinions. And that is one thing, they must feel, they must see and

they must know that they are welcome into the system, and not for someone to just say you are.

But when parents come—when they give their input, let them see some evidence of what their suggestions are—you know, are visible. Let them see that everything we suggest is not turned down. They have to be involved—they have to know—and as I said, they have to be educated. Over the past ten or fifteen years, the parent involvement has dropped off. I talked with parents from other states at a recent meeting, and their concern, I guess across the nation, is that parent involvement has slackened, not just from a PTA meeting, but in making decisions. And everyone waits for someone else to make the decision.

And when the decisions are made, they are not decisions that really benefit the children, you see. So——

Chairman HAWKINS. Could I intervene? Under the Act, if—they cannot validate a document that you have not been involved along the process and have some method of documenting it. They polarize. They lose the money. They cannot continue to get the money under Chapter I—I accept the recommendation of Ms. Jenkins, it should extend beyond Chapter I—but if they are not going to do it in Chapter I, they are not going to do it any other place either.

Ms. ANDREWS. That is right.

Chairman HAWKINS. If they cannot show that they are not doing it, then obviously, there is a cause for action. And I am quite sure that if you are going to do the monitoring that you should do, as parents, it is not going to be every parent. It is going to be three or four aggressive active parents sometimes who are going to be out there alone. But the point is the law—that is what the law says and the law is on you side, now. And, if it is violated, then we can have some cause to intervene in your behalf.

Ms. ANDREWS. Well, this is what parents must be aware of. The law there is contained in many pages but yet I am finding that some schools—parents are handed a little one-page sheet. It does not have a title on it. And it just has some numbers on it, and it has, you know, some things about parent involvement. It says H.R.5 in some of it, but why not give them the whole law? If they cannot read it, I am sure they will get someone to read it for them.

They should have training sessions to explain the new law, and that the law was law as of the time it was signed, and that the new laws are to be enacted now. Parents need to see the realization. They need to—in many of the schools where—in many of the districts where children are failing and the achievement is low, they need to go and see where schools are achieving with children who are in the same economic background, low income, whatever. They need to see that children can achieve, that children live in conditions such as those, and they can achieve. And parents need to be allowed some funding to go and visit other districts, even if it is out of state, find some successful program, because there are good teachers, there are good programs and there are children who are achieving.

And so, this has to be set forth to parents that you can do. If the expectations are low of the children, then what do you think the expectations are and the respect is of the parents and the community in which those children live? So, I am very thankful for the

new amendments, the H.R.5 regulation—the amendments here, because I think if parents realize—they see the situation as it is now, the children dropping out, into drugs, into gangs, the children that we must save, they are reachable and they are teachable.

Ms. JENKINS. Congressman Hawkins.

Chairman HAWKINS. We are operating on Mr. Payne's time.

Ms. JENKINS. Yes. I would like to answer the question.

Chairman HAWKINS. Would you?

Ms. JENKINS. We have great hopes, as you implement this law that the parent involvement component will be exemplary for schools across all programs. I am not sure I am right, but this is a fear I would like to address to your question. PTA used to have, in California, about five thousand people at its annual convention. We dropped down to about sixteen hundred in the '70's, '60, '70's. Parenting was not a popular fad then. We are now unable to accommodate the people who have already registered because we do our conventions five years ahead. About three years ago, we saw an absolute jump. We have a hall that holds twenty-three hundred people in San Diego for our annual convention. We are already passed twenty-seven hundred people and we will not even have any way of knowing what will walk in the door for on site registration.

But you see these are parents who care, and I refer to the two-tier system that we see developing. You have parents who are very, very concerned about the schools' treatment of their children and they cannot get enough information from us. But then, unfortunately, in talking with school staff people up and down the state, we have those pockets where you cannot get the parents to come to school, and that's is the heartache and the heartbreak that we, as an organization see. If you know Katie Haycock (phonetic) of the Achievement Council in Oakland, she said, "Cannot PTA come and work with me in these terrible pockets where an entire community—school community is made up of families that are, in essence, dysfunctional and how can we intercede as a parent organization to help them realize they are welcome at school," because there are some schools that are trying to reach out and make these parents feel welcome, marvelous principals and staff who want those parents there because they need them so badly.

But how can they benefit when the parents are druggies, when the parents are children themselves. And I am afraid that—to answer your question—we have a lot of interest in school by some parents, but it is this two-tier society that California is marching down that road. I hope I am wrong.

Ms. BLAISCH. Just very quick last comment, I want to underscore what you have just said again, Ms. Jenkins. Things are really different today and I think that—I see—I work with parents who are not able to get to PTA meetings any more because they are so overtaxed and working such long hours racing around and are interested and are frustrated. And, again, I think it is these innovative programs through the community that can help parents. We—through some of our volunteer programs, we have volunteers who have more time, go into the schools and work with parents and children because they are able to, where most of our single parents just do not have the energy or time. Thanks.

Chairman HAWKINS. May I—may the Chair thank the panel again for certainly a breath of fresh air. I hope it is strong enough to reach Washington by way of Chicago and New Jersey on the way.

Ms. JENKINS. Thank you for your time.

Chairman HAWKINS. But it is very commendable. Thank you.

Ms. ANDREWS. Thank you.

Chairman HAWKINS. The next panel consists of Mr. George McKenna. Is Mr. McKenna present? He is not present. Mr. Ted Kimborough, Superintendent of Compton Unified School District, Mr. Steven Speach, Superintendent of Ocean Unified School District, President, California Impact Aid Association, Ms. Barbara Kerr, Member of the Board of Directors for California Teachers Association and The National Education Association. I did see in the audience a few minutes ago Mr. Aubrey. Is he still here, Larry Aubrey? Well, we will call on you for questions, Mr. Aubrey in case the members want to reach out and grab you. Mr. Aubrey is representing the same district that Mr. McKenna is the Superintendent of. We are pleased to have you gentlemen and lady. We will begin with Mr. Ted Kimborough.

STATEMENT OF TED KIMBOROUGH, SUPERINTENDENT, COMPTON UNIFIED SCHOOL DISTRICT

Mr. KIMBOROUGH. Mr. Chairman, it is really a pleasure to be here once again to give testimony before your Committee. I have prepared a written statement and I will try to summarize it very quickly and add a few additional comments. We are very pleased that H.R.5 and its amendments were passed. We are very disappointed that it has not been implemented. We know that there is a function of the Federal Government, as is all State Governments, to go through a budget process. The Chief Executive Officer usually puts in less than what they are willing to negotiate and settle for. We feel very comfortable that a person such as the Congress people who are sitting here today are very able and understand the system and have stood the test of time in being efficient as well as very successful in making it work.

However, I do need to echo what Senator Watson has said. I think she read part of my speech. I think if we are to have a kinder and gentler country, our Education President has to stop putting form before substance. We may hear many, many things and great speeches, but the proof of the pudding is can we enact the legislation that our great Congress has put into law and we can only do that if we are adequately funded.

My testimony talks about those areas of information that we all know about, but does highlight that the President's budget, even though it does show four hundred and forty-one million dollars in new initiatives, really represents a three hundred and fifty-nine million dollar cut or two percent because it costs at least eight hundred million dollars to keep the program going that is already in law.

So, when we start to understand what the function of budgets are, it is important to let the President know, and the administration of our Federal Government, that we are interested in ade-

quately funding a program that, obviously, will work. The program is a reflection of a great deal of work, a great deal of history, of what is important, what can be effective as we approach a tremendous problem of educating our young people for today and tomorrow.

I think that the four—the five point four million dollar per annum in a four year period, sustained period that you have suggested, Congressman Hawkins, is really an investment in our future. It is an investment that must take place. I think that not to fund it is just playing economic havoc with our economy, because it is driving those dollars that there is some discretion about into some areas that really has not been put into priority.

I am always mindful of the various positions that administrations take when they first come into office, and I will give you an example of one, and you mentioned it earlier, that is of choice. I understand that the Congress—both houses of Congress are not too interested in implementing any Federal legislation on choice. However, the President circumvents the legislative process when he goes out and appeals as a national priority to the state governments and local governments that this is a good idea. I challenge the idea of choice, even though within districts, it does offer some positive things. But when we start going outside of districts—and I am faced with one right now with our state college system, university system when they propose to put a science and technology and mathematics magnet in my backyard where I already have one in my school district. And the effect of that is, is to drain away the brightest and the best and most abled students that I have in my neighborhood schools which takes away my leadership, the role models of our young people and puts them into a different environment instead of being in the environment in which they have a very, very key role in forming and helping to rebuild their own communities.

I hasten to mention to you that it is very, very important, very, very important, that we understand the concept of rebuilding our communities where we are. And it is an old concept. Booker T. Washington talked about it many, many years ago. And I know there is a divided philosophy on this man, but he was great for his time and many of the words that he spoke were very, very true and they still ring true. He said, "Cast down your buckets where you are."

And I think that if urban America is ever to be great again, that we do need to rebuild it. We need to think in terms of our infra-structure, what is attacking that infra-structure, what drains away our more able people to other places that says that, where someplace else is better than where you are. I think that that works against H.R.5. I think it works against the national policy that should be coming from the President and the Congress of this country that simply says, "Folks, be stable, stay where you are, rebuild your country, rebuild your community, take control of your streets, take control of the people that live there, and the quality of life will be greater." If this does not happen, I do not think that history is going to be kind to us. History will look at us and it will not look at us very kindly or very gently. Thank you very much.

[The prepared statement of Ted Kimborough follows:]

HEARING BEFORE THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

CALIFORNIA MUSEUM OF SCIENCE & INDUSTRY
Museo Room - Armory Building

MARCH 31, 1989

Chairman Hawkins, Members of the Subcommittee on Elementary, Secondary and Vocational Education, I am extremely pleased to have this opportunity to give testimony on a very vital subject -- The President's Budget.

If we are to have a kinder and gentler country, our Education President must put substance before form. Most educators face the greatest challenges of their professional lives. These challenges come second by second, minute by minute as we grapple with the horrendous problems of this very complex society that places demands upon every public institution, and specifically upon this great American institution called public education. Historically, our nation has been great because of its basic foundations, of which one, and perhaps the most significant, is a free public education. Throughout the history of our nation, and particularly in modern history, our federal government has seen fit to subsidize various programs that have nationwide implications and most certainly will either improve or begin to decimate our civilization. We often speak of our youth at risk: our nation is at risk. We do not have the luxury of minimally addressing our national problems of inequity, poverty, under funding of public education, drug addiction, job training and illiteracy. We know that:

- More and more public school students are at-risk of failing in school and future employability because of growing poverty, family problems, or limited English speaking ability.
- Chapter 1, the main federal education program, serves less than half of all eligible disadvantaged students.
- Major corporate and business leaders are greatly concerned that the thinking skills of its incoming work force are inadequate to fill new jobs and to be competitive with foreign companies.
- Inflation and funding cuts have eroded federal support for education over the last ten years.
- Federal spending on elementary, secondary and vocational education accounts for less than one percent of the budget or only about 44 cents out of every $100 the federal government spends.

This budget must be recognized as one that, for all intents and purposes, represents a cut in our current level of federal program

offerings. We recognize that President Bush is offering a total of $441 million in new initiatives. However, this represents a $359 million cut, or 2%, since at least $800 million is needed for the existing federal programs to keep pace with inflation. The President in his address indicated that he intends to freeze defense spending while making increases for education. However, the net effect of freezing the budget and maintaining our military defenses at the current level, in fact, requires a significant increase to the federal budget.

Mr. Chairman, you and other members of the House in your wisdom have offered a supplemental budget of some $5.4 billion per annum for a four-year period to invest in federal education, nutrition and job training. This kind of creative thinking and commitment is what is truly needed if we are to address one of the most cancerous conditions in our society, a lack of priority for public education, particularly in our urban and rural communities. These conditions cause a tremendous waste of our most valued natural resource -- our children of today and tomorrow. Now is the time to set in motion a long-term commitment to address the major restructuring of public education through federal mandate and leadership from our Education President, George Herbert Walker Bush. It is obvious that if we can look at the stars and travel to planets, that this problem that we have can be a part of history which reflects the American people's challenge and their victory over poverty, neglect and a decaying society. The American Association of School Administrators, the Association of California School Administrators and most responsible administrators of this nation truly believe that the budget that you have presented is the one that should be given serious consideration.

We know, as every one of the committee members, that Head Start is a successful program, but really only serves 16% - 18% of the eligible children that need these services. We know that the average Head Start teacher only makes $10 thousand per year. We know that only 40% of the eligible children to receive Chapter 1 services are being served. We know that the funding of our handicapped programs is inadequate. If you recall, in 1974, the whole intent of Public Law 94-142 was to guarantee 40% of the expense in educating the handicapped. However that has never been achieved. The fact of the matter is that only 10% is given which causes tremendous encroachment on general funds throughout this nation. This is not the American way. If we are to have a kinder and gentler nation, we must truly set priorities for serving the multitude of the people. The rich should not get richer and the poor poorer. There must be a concept of equity brought back into focus by our Education President and this Congress.

If equity does not gain priority then the middle class of our people will begin to vanish. Their standard of living will begin to diminish. The poor of this great nation will be poorer and the rich

will be richer and we will all lose the greatest dream that man has ever had of truly being a democracy.

As Superintendent of the Compton Unified School District, I represent urban American education and their communities. I cannot emphasize enough the urgency of the needs of these Americans. We must invest in our people, for if we don't history will not look kindly or gently upon us.

Respectfully submitted,

Ted D. Kimbrough
Superintendent
Compton Unified School District

Chairman HAWKINS. Thank you. Mr. Speach?

STATEMENT OF STEVEN SPEACH, SUPERINTENDENT, OCEANSIDE UNIFIED SCHOOL DISTRICT, PRESIDENT, CALIFORNIA IMPACT AID ASSOCIATION

Mr. SPEACH. Thank you very much, Congressman Hawkins, Congressman Hayes. It is a great honor for me to appear before this subcommittee this morning. I am appearing as a representative of the California Impact Aid Association which represents three hundred school districts in California and over two million students. I am also the Superintendent of the Oceanside Unified School District which consists of over fifteen thousand students, five thousand of which are military dependents of Marines based on Camp Pendleton here in California.

I would like to say that President Bush's proposal for new education initiatives are welcome and they do deserve serious consideration by the Congress. However, funding for these initiatives cannot come at the expense of reductions in current programs. The Bush budget request is $200 million less than the Reagan budget request for education. It is also $800 million less than the current operating outlay for fiscal year 1989.

Our message to the House Budget Committee is to support at a minimum a $2.5 billion increase for fiscal year 1990 over the fiscal year 1989 level. The education share of the Federal budget was dropped from 2.5 five percent to 1.7 percent over the past ten years. That is a $10 billion short-fall from where we were ten years ago.

This morning I am specifically here to address the P.L. 81-874 Impact Aid Program. It is a very important program to our state, inasmuch as it provides funding for three hundred districts and 2 million students. The Impact Aid Program serves the basic obligation of the Federal Government to reimburse local school districts for education and services to federally connected schools. These school districts include military reservations, low rent public housing, and Indian reservations and students.

I am here to ask that the full 1990 authorization of $785 million for PL-874 be appropriated and also that the twenty-six million dollars for PL-815 for school construction also be appropriated. I have—during the time I have been sitting, I have reviewed the Hawkins plan and I can say to you that I would personally strongly support such a plan. And, in response to Congressman Hayes in that we need to help this Committee out, as educators, we have learned our lesson well, that we need to be politically active.

The Impact Aid Program has suffered from budget cuts and requests for elimination of B Category students ever since President Eisenhower. Every President has eliminated the B Category from the program. Consequently, we have forged a very fine-tuned political lobbying organization, the California Impact Aid Association, which consists of a hundred politically active member districts. We stand ready to help you. We march on Washington twice a year, visit forty-five congressional offices, both Senate offices, and anything that we can do to help you, we stand ready to do so. Thank you.

[The prepared statement of Steven F. Speach follows:]

OCEANSIDE UNIFIED SCHOOL DISTRICT

2111 Mission Avenue Oceanside, California 92054 Telephone (619) 757-2560

BOARD OF EDUCATION
Mrs. Jane Wilson, President
Mr. Tom Trainer, Vice President
Dr. Barbara McCarley, Clerk
Mr. Robert Nichols, Member
Mrs. Bibi Orr, Member
Dr. Steven F. Spaeth
District Superintendent

March 31, 1989

Committee on Education and Labor
U.S. House of Representatives
B-346C Rayburn House Office Building
Washington, D. C. 20515

Dear Congressman Hawkins and Subcommittee Members:

It is indeed an honor for me to address you this morning on this very important topic. I appear before you as the Superintendent for the 15,000 student Oceanside Unified School District. I am also president of the California Impact Aid Association which represents 300 school districts in California and over 2 million students.

President Bush's proposals for new education initiatives are welcome and deserve serious consideration by Congress. However, funding for these initiatives cannot come at the expense of significant growth in many important education programs which our schools depend on to meet the needs of an increasing population of at-risk youth. We need both major increases in current programs and new initiatives.

Secretary of Education Cavazos has told Congress that the president also stands by the Reagan budget proposal for education. This means the president also proposes eliminating funds for impact aid "b" ($135 million), Star Schools ($14.4 million), dropout prevention ($21.7 million), and asbestos abatement ($45 million).

The Bush/Reagan proposal also holds back increases on all major programs to less than inflation rates (only +1.2 percent for Chapter 1 basic grants) and freezes the handicapped preschool program and the new Even Start program. The only significant increase is $90 million for Chapter 1 concentration grants, which only about one third of all Chapter 1 programs will receive.

The net effect of the Bush/Reagan budget request would be an increase of 5.8 percent over the $9.8 billion FY 89 education budget for elementary, secondary, and vocational education programs. This is below the inflation rate for school districts when teacher salary increases of six to nine percent are considered.

President Bush's education proposals make up only four percent of this $14.3 billion package of initiatives. In contrast, he devotes 17 percent of his increase, or $2.4 billion, to space exploration. The president's initiative clearly falls far short of the standard for an "Education President".

Our message to the House Budget Committee is to support at minimum a $2.5 billion increase for FY '90 over the FY '89 level. This would only provide for modest increases in overall Federal education spending. In FY '79 education represented 2.5 percent of the Federal Budget. By FY '88 it had dropped to only 1.7 percent. If education had remained at 2.5 percent of total Federal spending, funding would now be at $31.2 billion--a $10 billion shortfall. If national priorities are at all measured by their share of the Federal budget, education has become even less a priority than it was in FY '79.

The PL81-874 Impact Aid Program is extremely important to the State of California. Currently, 300 districts depend upon the $62 million in impact aid funds to provide an adequate educational program.

Impact aid serves the basic obligation of the federal government, to reimburse local school districts for education and services to federally connected schools. Full funding of PL81-874 at its authorized level is crucial to the education and well being of these children and their families as well as the school districts in which they live. Impact aid is not a supplemental payment to existing school programs. Therefore, we need your strong support to ensure that:

1. the FY 1990 authorization ($785 million) for both Category A and B students is appropriated.

2. the FY 1990 authorization ($26 million) for PL81-815 (school construction) is appropriated. Many of our school districts are being impacted by expansion of military housing, resulting in lack of classroom space for dependents.

Attached you will find a graphic representation of selected federal spending over the past seven years. It should be evident that elementary and secondary education funding has been held constant whereas, other federal spending has increased exponentially. It should be apparent that education spending has in no way contributed to the growing federal deficit.

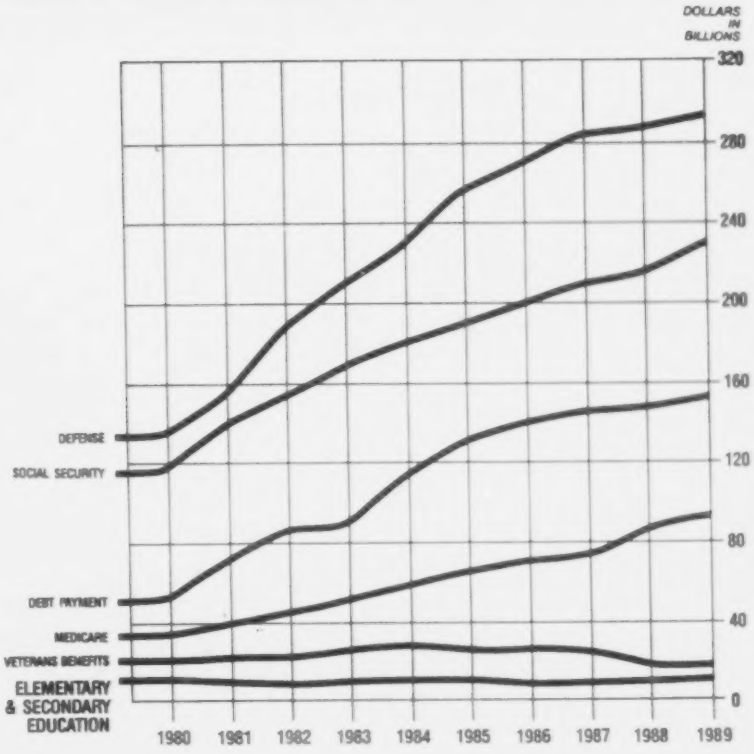
The quality of the educational program we offer our children represents an investment in our nation's future. The amount of funds to support our children, our most precious resource, must be commensurate with the quality of education they so appropriately deserve. We respectfully request your enthusiastic support for these programs.

Sincerely,

Steven F. Speach
District Superintendent
President, California Impact
Aid Association

SFS/mo

HISTORIC PERSPECTIVE
SELECTED FEDERAL SPENDING



Chairman HAWKINS. May I ask, are you a part of the Committee for Education Funding?

Mr. SPEACH. That is right, and let me say to you, we thank you very much. The coalition for Education Funding does a report card on every Congressman and Senator. Congressman Hawkins, Congressman Hayes and Congressman Payne, their voting record on the ten budget issues related to education is a sparkling one hundred percent for and we thank you for that.

Mr. HAYES. And Congressman Dan Lamar?

Mr. SPEACH. He is not present, so we convey our thanks to him.

Chairman HAWKINS. Ms. Kerr, we will hear from you next.

STATEMENT OF BARBARA KERR, MEMBER, BOARD OF DIRECTORS, CALIFORNIA TEACHERS ASSOCIATION/NATIONAL EDUCATION ASSOCIATION

Ms. KERR. Good morning, Mr. Chairman, Congressman Hayes. I am Barbara Kerr and I am a first grade teacher and I am a member of the California Teachers Association, Board of Directors. I represent Riverside and San Bernardino Counties on the Board. San Bernardino County is the largest area-wise county in the United States. Riverside is the fastest growing county, I believe, in the United States.

For a quick example for Congressman Hayes, ten years ago, the district next to mine had three hundred and twenty-five teachers. Today they have over a thousand teachers. And certainly in California it is not because we have lowered class size. It is because we have many, many new families moving into my area.

But today, I am testifying on behalf of CTA and the National Education Association. I appreciate the opportunity to speak with you about the need to provide adequate funding for education and related programs in the fiscal year 1990. First, I want to commend the members of this Committee for their leadership on the Hawkins-Stafford Elementary and Secondary School Improvement Act during the 100th Congress. You had excellent support and it established a blueprint for essential Federal education programs.

But, a blueprint is only a design. The spending decisions that this Congress makes regarding education and related programs will set the foundation on which not only our nation's schools, but the nation itself is built. We must end the systematic under-funding of education and reach out to the students who are eligible but not served in Federal programs. America's public schools have seen a sharp decline in Federal support over the past decade. Between 1980 and 1989, Federal resources for education fell by more than three billion dollars after accounting for inflation.

Elementary and secondary education have been particularly hard-hit. As a result, some one point four million fewer students nation-wide, are served today in Chapter I than were served in 1980-81. These reductions effect not only the students these programs were designed to serve, but they effect the total education in our states. For every three dollars the state and local governments increase education funding by, the Federal Government has taken away a dollar by the lack of funding. This pattern has not just

slowed down progress. It has denied education opportunities to the very students who need the most help.

Over the past eight years, California alone has lost more than $350 million in Federal resources. California educators have, since the passage of Proposition 13 and the Gann Initiative, had to do more with less. Then you add the Federal cuts to our burden and we are beyond our ability to hold it together alone. Your support has been gratifying but we need you to fight some more and fight harder because the odds are overwhelming us. Five years ago, when the state implemented a lot of reserves and added a little money, schools in my district, through Federal and State programs, had twenty-three classroom aids and two special teachers who taught extra reading and extra math to children that needed that extra help. Five years later, today, there are still those children with special needs. In fact, there are more of them because of the growth in my area, but there are five aids, instead of twenty-three. And the two teachers that are teaching extra special math and reading, they are on ninety percent contracts instead of a hundred percent contracts, because there is not enough money.

We can no longer balance the budget on the backs of our educators and our youth. In my first grade class there are thirty-one students. There is no aid. There is no Chapter I funds and yet, I have the drug babies. I have the latch key kids. I have the students that did not get a good pre-school education or any pre-school education at all. Those children, they do not understand why they are already behind when they have just started. Their teacher knows why. I know why and I intend to work with you to change and help you.

Congress must make education a real rather than a rhetorical priority. We had hoped that President Bush would advance a budget proposal that would enhance the Federal education effort. To our dismay, it does not seem to be the case. I have a whole paragraph of statistics and as a first grade teacher, I have to tell you, I am a little embarrassed that I was going to read to you when you have the visual right there. That is the way we are supposed to do as first grade teachers. We are always supposed to be visual. So, there it is. You know what it is.

It is time to provide the public school students with the help they need. The flexible freeze approach proposed by the Bush administration must be rejected. We commend this Committee for holding this hearing to draw attention to the needs of education and we urge you, as true advocates and friends of education, to oppose any cuts in education related programs, child nutrition, Head-Start, health and safety programs, provide funds for all education programs to offset the rate of inflation and provide new funds to restore education services lost over the past eight years, and to enable Congress to establish new programs that will continue the national drive for excellence and equity in education.

I know that my 1.9 million colleagues across this nation are ready to fight at your side, and thank you.

Chairman HAWKINS. Ms. Kerr, may I ask you if we were so stupid in California to adopt the choice plan that unfortunately has been introduced in the legislature by one of the Assemblypersons and supported, I assume, by the State Department of Education, at

least they had a press conference on it? Do you believe that a school such as yours would get any added resources, would get—would attract the most competent teachers, would be adequately cared for? Do you think that, perhaps, you would lose your very best students who heretofore have demonstrated some academic success? Would you lost those? Would they drift away and what do you think would happen to such schools?

Ms. KERR. Frankly, sir, what I think would happen is that it would cause a lot of paperwork, a lot of hassle. It would decrease—I do not feel too strongly about this—it would decrease the educational opportunities and it would probably cause another department in the Department of Education. But other than that, it is not going to do a darn thing for education in this state.

And my students in my school, as I think students in every school, whether they are low income, high income, would suffer just for the pure confusion and hassle and obnoxiousness of it.

Chairman HAWKINS. Well, the Committee has been through other states where choice is supposed to be such a big success and we have not been able to discover as yet that they have been evaluated and the success validated. So, I would certainly caution the state to go very slow and begin to implement some of the successful programs. If we begin to implement and expand Head-Start or Chapter I, would put resources in where they were needed, would help build up the teaching profession so that you would have good teachers in every school, do away with this distinction between good and bad schools and make all of them good, make all of them magnet schools, you would solve the problem.

So, I certainly hope that more emphasis would be put on that concept and a little less on gimmicks. We have gone through a series of battles throughout a decade and this Committee has fought against tuition tax credits, vouchers and forced prayers in the school and a lot of things that have taken far away from instruction, from good education. And I would hope that we do not lose another decade fighting things like choice and other gimmicks, not that there is some merit in them, but when you begin to supplant good strong educational instruction with these new gimmicks, you just do not—you lose sight of what education is all about. It is to educate every child wherever that child may be and whatever the family background of the child and not begin to select the elite and educate just a few children. That spells disaster for the country.

Ms. KERR. May I say one thing?

Chairman HAWKINS. Yes, sure.

Ms. KERR. I wish I could have said that as eloquently as you. I am a product of the California schools. I was born in Los Angeles and I have taught for twenty years. I have seen many fads come and go, and they are a drain on—not only a financial drain but they are a mental drain on teachers. The time now that we will take to fight this obnoxious choice idea is time that we could be doing other things. We could be working on curriculum. We could be doing a lot of things, but we will have to take time out to fight another fad or another publicity stunt, I am not sure which.

Chairman HAWKINS. Well, I have said too much already.

Mr. KIMBOROUGH. Mr. Chair.

Chairman HAWKINS. Mr. Kimborough.

Mr. KIMBOROUGH. Just one additional item on that. We know that only sixteen to eighteen percent of the children that should be in Head-Start are there. We also know that the average Head-Start teacher in this country only makes ten thousand dollars a year. That is absurd. That is an indictment of our system. We need to have a stabilized teaching force for those young early education students that is the same as we have in our elementary schools and also in our senior high schools and community colleges. We want to place some priority. Let us put that money into Head-Start. Let us have a teaching force that is professional and stabilized to get the kids ready to go into our first grade and kindergarten classes. That is important, not choice.

Chairman HAWKINS. Mr. Speach, you——

Mr. SPEACH. One comment on choice. I would like to say that the Oceanside Unified School District Board of Education has already taken an opposed position the choice issue, not because we fear that we cannot compete with other school districts, but because basically it appears to be a political—politically popular idea that involves no additional funding and that it will only serve to separate the public school system into an elite system for those that can afford transportation. And here in California, as you have heard Senator Hughes, that is a very, very important factor.

And therefore, those students that are currently in family situations that would not allow for transportation, they would not be afforded those opportunities. So, as you say, our goal is to make every school a magnet school and a school of choice.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. I just want to make a comment in regards to Mr. Kimborough, your leaving the Chicago area. You were in Evanston. It has been California's gain. There is no question about it. You could help us—I just noticed the Western University increased its tuition to $13,000 per year. So you can forget people from my district, most of them, being able to enter that institution of higher learning. Thank you very much.

Chairman HAWKINS. Mr. Payne?

Mr. PAYNE. Thank you very much, Mr. Chairman. I am sorry that I was out of the room when your testimony was given, but I just have a general question. We have seen the shortage of particular professions come and go in our society. There was a time when there was a shortage of scientists. There was a time when we had shortages—currently we have shortages in nursing and medical profession. What is your assessment, any one of you who are in the administration of the programs—in your opinion, is there a shortage of teachers today or is there just a shortage of competent teachers and what do you think could be done to—other than salary, to attract more people if, in fact, any of the two are not adequate? Any of you may try.

Ms. KERR. We can both take it.

Mr. KIMBOROUGH. Okay. Mr. Payne, I think that we cannot say other than salary to begin with, because that really places an artificial roadblock on those who wish to choose that as a career. And we are in a competitive market. And if you look at the teachers that are coming out of the university system today, and there have

been some studies with empirical data that show that most of them are coming from the bottom quartile based on a testing system that we have here in California. And why is that?

It is simply because we have not raised the value system to really understand the importance of teachers. Teachers are more important than scientists. Teachers are more important than administrators. Teachers is where it happens to mold the next generation. I mean, it is our future. These teachers need to be paid an adequate salary. That is first.

Second, they need to have ability to be renewed. They need to have a tri-semester where they can go into the universities, have classes reduced. They need to have someone care enough about them to give them enough time to be prepared to meet our children and the tremendous problems as was mentioned earlier, of drug babies. We do not even know what to do with them now, but they are in our schools. We have not addressed the problem. We continue to fight, how do we adequately pay our teaching staffs and attract the right kind of people from every quartile of our testing programs into our profession so that we really have some stars, that we have a full Bell curve spectrum of people with professional skills and backgrounds and academic talents.

Ms. KERR. I would like to say one thing on that. Salaries are very important and prestige and respect are also very important. It is almost a joke. Everyone talks about the importance—we need teachers in the classroom, but you ask how many people here or anywhere else would have their sons or daughters become a teacher and there are very few.

We are having a very serious problem with recruiting minority candidates into the teaching program. It is getting to be a catastrophe in California, you know, with the amount of minority students, and the fact that we need role models for these students, but we are not getting the students into teaching. The prestige, the respect and the salary, a lot of our young people who are good fine young people are going to choose a job where, yes, maybe they can make a difference in their community, but in their job, they can make a little bit more money. And we need to work on that.

[The prepared statement of Barbara Kerr follows:]

TESTIMONY

OF THE

NATIONAL EDUCATION ASSOCIATION

AND THE

CALIFORNIA TEACHERS ASSOCIATION

ON THE

FISCAL YEAR 1990 FEDERAL BUDGET

AND THE

HAWKINS/STAFFORD

ELEMENTARY AND SECONDARY SCHOOL IMPROVEMENT ACT

BEFORE THE

EDUCATION AND LABOR COMMITTEE

U.S. HOUSE OF REPRESENTATIVES

PRESENTED BY

MARCH 31, 1989

LOS ANGELES, CALIFORNIA

Mr. Chairman and Members of the Committee:

I am Barbara Kerr, member of the California Teachers Association board of Directors representing Riverside and San Bernardino counties today. I am a first grade teacher. Today, I am testifying on behalf of C.T.A. and the 1.9 million members of the National Education Association.

I appreciate the opportunity to speak with you about a pressing national issue: the need to provide adequate funding for the full range of education and related programs in the Budget Resolution for Fiscal Year 1990.

The American system of public education — from preschool to postgraduate school — is more than passageway. It is the cornerstone on which our nation is built. Our ambitions for economic vitality, national security, and social justice succeed or fail to the degree that our public education system succeeds or fails. We commend the members of this Committee for their leadership on the Hawkins/Stafford Elementary and Secondary School Improvement Act during the 100th Congress. The School Improvement Act, which passed with overwhelming bipartisan support, established a blueprint for federal education programs and policies that are essential to the national drive for educational excellence and equity. Because of your work, we can be confident about the future success of Chapter 1, Chapter 2, bilingual and Indian education, magnet schools, impact aid, math-science teacher education, and adult education programs.

But a blueprint is only a design. These programs need substantial resources to accomplish their objectives. The budget and appropriations decisions this Congress will make on education

and related programs will set the foundation on which, not only our nation's schools, but the nation itself is built.

The ability of individual educational institutions to succeed rests heavily on the level of federal support. Just as concrete requires a mixture of cement, sand, and gravel, the foundation of education requires a mixture of elements: local, state, and federal support; a combination of educational assistance and programs that meet human needs, including nutrition, health care, and other social services; a balance of high standards at the top and community and family support at the bottom.

My message to you is very simple. Meeting the needs of America's public school students is an urgent national priority. Reaching the students who are eligible but not served in federal education programs is a dream too long deferred for so-called practical reasons. But nothing could be more impractical than continuing the systematic underfunding of education. As every school employee knows, education is a process that requires a full commitment year after year. The continued success of public education depends not only on those programs administered by the U.S. Department of Education, but also Head Start, Child Nutrition, and programs to assure health and safety in public schools. It is imperative that Congress fully support all of these programs. Reductions in nutrition programs, for example, impede intellectual development and create a greater need for remedial education. Reductions in Chapter 1 compensatory education programs for disadvantaged students at the elementary

level may result in higher dropout rates at the secondary level. Reductions in student aid for postsecondary students have an adverse effect on both social and economic progress. Each of these programs is inextricably linked to the total educational effort, and the total educational effort is inextricably linked to our nation's future success.

America's public schools have seen a dramatic decline in the level of federal support over the past decade. Between FY1980 and FY1989, federal resources for education declined, after accounting for inflation, by more than $3 billion. Elementary and secondary education have been particularly hard hit. In FY80, the federal government provided $9.1 billion for elementary and secondary education programs. For FY89, Congress provided $11.3 billion. But after accounting for inflation, public elementary and secondary schools have lost some $4.2 billion in resources for federally funded programs. The full impact of that loss is hidden by the fact that Congress provides significant funding for programs that did not exist in FY80, including the Drug-Free Schools and Communities Act, Math-Science Teacher Education, and Magnet Schools.

In state after state, in program after program, American public schools students have lost access to educational opportunity. Nationwide, some 1.4 million fewer students are served today in Chapter 1 than were served in 1980-81. At the same time the number of children living in poverty rose by 1 million persons. The level of support for Handicapped Education programs has fallen sharply, from 12 percent of the costs above

average per-pupil expenditures to 7 percent of the costs. The purchasing power of Chapter 2 block grant funds is $900 million below antecedent programs that existed in 1980-81, and Impact Aid funds are $700 million below the level needed to keep pace with inflation since 1980-81. These reductions affect not only the students these programs were designed to serve, but the total educational effort. State and local governments have made heroic efforts to compensate for the loss of federal resources. Between FY80 and FY89, state support for education rose by $4.6 billion and local support rose by $6.8 billion after accounting for inflation. But for every $3 state and local governments increased education funding, the federal government took $1 away. This pattern has done more than just slow progress. Federal education programs represent a unique investment in addressing the needs of disadvantaged, handicapped, and other special needs students. Without adequate support for this programs, state and local education agencies are seriously hampered in their efforts to provide additional funds for curriculum, materials, and compensation to attract and retain high quality education employees.

Over the past eight years, California alone has lost more than $350 million in resources in eight of the largest federal education programs. Some 7.4 percent of the total resources for elementary and secondary education in California — $1.4 billion in 1987-88 — comes from the federal government. While the share as a total may seem small, federal funds are, in most cases, the lion's share of the resources dedicated to the students these

programs serve. Chapter 1, for example, represents more than 90 percent of the resources states devote to remedial education, and federal postsecondary student aid represents 80 percent of the total funds avilable for college grants and loans.

As you are certainly aware, Proposition 13 and the Gann initiative put a major hole in education funding. At the same time, the student population in California particularly in Southern California has increased greatly. Funds for the new imigrant children, Chapter 1 and Special Education have been particularly hard hit. In normal circumstances status quo is a step backwards. In the case of California, status quo has been a leap into an educational funding abyss.

After eight years of neglect, it is time to provide public school students and public education institutions the help they need. It is clear that the leadership to do this must come from Congress. In January, President Reagan proposed an FY90 budget for the Department of Education that would have allowed this pattern of underfunding to continue. A freeze at the FY89 dollar amount for the Department of Education would result in a loss of almost $900 million in spending power during the 1990-91 school year.

Education advocates had hoped that President Bush would advance a budget proposal that would depart from this legacy. To our dismay, the proposals advanced by the Bush Administration, if enacted, would not address the effects of inflation, nor would it provide resources to restore education services lost over the past eight years. The Administration proposes funding education

programs yet to be enacted, while placing existing, successful federal education programs in jeopardy. In short, if the Bush budget proposals are enacted, they would have a devastating effect on education funding, bringing about a substantial reduction in education resources, causing the elimination of education programs, services for students, and education jobs.

The centerpiece of the Bush Administration budget is the "flexible freeze." The concept of a freeze is nothing new in federal budget circles. What is unique about President Bush's proposals is how the freeze is defined. The Administration would apply a different definition of freeze for various programs. For example, a freeze for the defense category of the budget would be defined as freezing the level of spending after accounting for inflation; this means defense spending would get an increase over FY89 levels. A freeze for domestic programs such as education would be defined as freeze at the FY89 dollar amount; this means the real level of education's resources would be substantially reduced.

Under the flexible freeze, defense spending, entitlement programs such as Social Security, and interest payments — about 85 percent of the total budget — would be protected. The remaining share, domestic discretionary programs, would bear the burden of reducing the deficit, offsetting increases in interest, entitlements and defense, and financing any new initiatives.

Attempts to freeze or reduce domestic discretionary spending as a whole would put intense pressure on education. Education is only about 1.8 percent of the total federal budget but 18 percent

of the domestic discretionary portion. Some budget analysts have estimated that essential education programs would have to be cut from 20 to 30 percent to maintain an overall freeze at the outlay level.

An overall federal budget freeze, which places the burden for cuts almost entirely on education and related programs, would be worse than the Reagan-proposed budget and worse than across-the-board cuts under the Gramm-Rudman sequestration process. The flexible freeze approach proposed by the Bush Administration must be rejected.

It is now up to Congress to exert the leadership necessary to make education a real, rather than a rhetorical, priority. We commend this Committee for holding this hearing to draw attention to the needs of education. And we urge you, as a true advocate and friend of education, to oppose any cuts in education and related programs, including Child Nutrition, Head Start, and health and safety programs; to provide sufficient funds for all education programs to keep pace with the rate of inflation; and to provide new funds to restore education services lost over the past eight years and to enable Congress to establish new programs, such as H.R. 3, the Early Childhood Education and Development Act, that will continue the national drive for excellence and equity in education.

Thank you.

Mr. PAYNE. Thank you.

Chairman HAWKINS. Thank you. I think the panel has served us well, and we said, we appreciate the advice and support that you have given us. I hope that we can give you an equal amount.

Mr. SPEACH. Thank you very much.

Ms. KERR. Thank you.

Chairman HAWKINS. Thank you. The Chair understands that Assemblywoman Maxine Waters is in the audience. Would you stand up, Maxine? I did not recognize you when you came in. I can pay you a lot of wonderful compliments, but I think the audience is fully aware of the contributions you have made and are making and certainly as one of the representatives from my particular congressional district, I do recognize the importance that you have to all of us and we are very delighted that you have honored us with your presence. Thank you.

The next panel will consist of Mr. Robert Isenberg, President, California Association of Administrators of State and Federal Education Programs, Carley Ochoa, President, National Association of Federal Education Program Administrators, Mr. Weil is a substitute—Janie Weil, Ms. Weil, State of California Special Education Commission, Mr. Sam Kipp, Executive Director, California Student Aid Commission, Mr. Reynaldo Macias, Director, USC Center for Multilingual, Multicultural Research. We are very delighted to have all of the witnesses. Ms. Waters, if you would care to join us at the table, you may feel free to do so. You may have some questions of the witnesses that may be helpful for the hearing. We will hear from Mr. Isenberg first, President of the California Association of Administrators of State and Federal Education Programs.

STATEMENT OF ROBERT ISENBERG, PRESIDENT, CALIFORNIA ASSOCIATION OF ADMINISTRATORS OF STATE AND FEDERAL EDUCATION PROGRAMS

Mr. ISENBERG. Congressman Hawkins, members of the Committee, I am Robert Isenberg, President of the California Association of Administrators of State and Federal Education Programs. I am also Director of Special Programs for the Simi Valley Unified School District. On behalf of our Association, we certainly appreciate the opportunity to testify before this Committee and make some comments about the Hawkins-Stafford Amendments as well as funding necessary for building a better America.

Over the past few years, actually about the past eight years, I have seen the erosion of funds, particularly for the Chapter I programs and culminating about two years ago, where we had cut our programs rather drastically, at the site level. Now, we are seeing a slight turn-around. In the last two years we have been able to increase the number of students that are coming into the program. The worst thing that could happen now is if everything became stagnant again and we had to go backwards.

In California, the poverty rate in the last two decades has doubled to twenty-three percent. The drop-out rate among minorities as well as the regular population, is high. You asked a question earlier, we do not know the answer, but we think it is somewhere between thirty to forty percent, depending on who you are talking

to or who is doing the study. We do know that drop-outs tend to stay in their own community. That is what research tells us. They are not productive and they tend to become a tremendous drain on the meager resources that are available there in social welfare, as well as in the criminal justice system. So, something desperately has to be done about that, regardless of the loss of their skill, their talents and what they could provide under other conditions.

Eleven percent of the national population in schools is in California. Twenty-seven percent of the immigration population is in California. And this morning somebody said that my figure is low. What we do now is that, one in four students in California is a limited English proficient student. These are, in many cases, high risk students and they are high cost students. And they, too, need an education. They need not only learning, but they need access to the core and without that, they will continue to be a drain.

The public supported child care covers only about twenty-five percent of the need for low income population. The Hawkins-Stafford Amendments have really moved to meet many of the things that we are talking about here. Parent involvement, it is now mandated. It cannot be taken casually any more. It is required that you reach out and that they play an important part in the development, implementation, the monitoring of the program at your school site.

Now, it is true it has not been completely implemented, but that law is in place and there is no reason for it not to become, in fact, as well as a reality. Establishing instructional goals in basic as well in advanced skills, kids can learn to think while they are also being taught to read and write and do math. There is no reason to exclude the activity of thinking and to broaden those areas while we are teaching them basic skills.

Measurement related to the goals that the school sets up, that puts in the accountability and the accountability is written into the Act, both on the part of schools as well as individual students. We must look at them. We have to by law. We should be doing it anyway. Identifying the low performing schools through a school improvement plan done by states forces the states and the local area as well as the school to work together in a partnership. This has been long overdue. The Committee of Practitioners finally says that parents, teachers, administrators, community people, will be a part of the decision making process at the state level. So we are not going to be getting missiles coming down that we cannot respond to. And this has already started in California and I have been privileged to serve on that Committee.

Now, how can you do these things if there are no funds? If it is estimated that we need $800 million just to maintain, and $441 million for the President's initiatives, then how are we going to continue if that has to come out and be eaten away from what is? Right now, the Chapter I policy statement says that there will be at least $500 million a year over the next five years, above the base to provide for expansion. That is critical. We cannot go backwards. We need more for drug-free schools, drop-out, for the immigration education and for programs for limited English proficient students. And there is a big controversy of what those programs should be, but put that aside, resources need to be made available so that

these problems can be met. These students must learn in a comprehensible form regardless of whether you are a bilingualist or not.

And then early childhood education and child care, students do not come to us in a vacuum. And one of the most critical things that needs to be done, as Ted Kimborough said and others have said is that we must have an efficient and effective early childhood education program so these kids can begin to have the skills and the quality care they need early and we can take them and help them to learn at a much better rate.

Can our nation afford to wait? I do not think so. Can our nation afford to write-off a generation of kids? I think we have already talked about that. Economically we cannot do it. We cannot do it from just the standpoint of humanity. I would like to close by saying that, Congressman Hawkins, you mentioned recently—you made a statement, "The realities of the budget deficit must not deter the Congress or the White House from doing what is right for those Americans living in poverty and barely making ends meet." I hope you do not mind if I paraphrase that a little bit. The realities of the budget deficit must not deter the Congress or the White House from doing what is right for those students living in poverty and who are barely literate. Thank you.

[The prepared statement of Robert Isenberg follows:]

California Association of Administrators of State and Federal Education Programs

March 31, 1989

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Congressman Hawkins, members of the committee, I am Robert Isenberg, President of the California Association of Administrators of State and Federal Education Programs (CAASFEP) and Director of Special Programs and Evaluation for the Simi Valley Unified School District. Our Association wishes to thank you for the opportunity to comment on the Hawkins and Stafford Improvement Act and federal funding necessary for "Building A Better America." I will relate my remarks to the need and impact in California.

Over the past eight years the necessary resources available to provide for Chapter 1 students have been severely eroded with fewer students proportionately receiving assistance and a reduced number of professional and paraprofessional personnel available to provide that service.

In the last two decades the number of California students who live in poverty has doubled to 23% according to Policy Analysis for California Education, an independent, university-based research center. The drop out rate has been cited from 30 to 40% depending on who is reporting. Although California has only 11% of the nation's population, it receives 27% of the nation's immigrants. These students are high risk and high cost to educate and in spite of local and state education reform and funding efforts, the situation is not getting much better. At least one in four California students are Limited-English Proficient and need special help in learning English and accessing the core curriculum according to Thrust, April, 1989.

Nearly half of all California children will live for some time in single parent families and half (54%) of California's school children live in families in which both parents work. Publicly supported child care now covers only 25% of the low income population who need such care.

The Hawkins/Stafford Amendments offer a great opportunity to assist schools in addressing these needs in a more comprehensive approach by:

1. Reestablishing the required involvement of parents in the education of their children.

2. Establishing instructional goals, not only in basic skills, but in advanced skills for all identified children.

3. Relating measurement of program improvement to Chapter 1 application goals and holding schools accountable to meet those goals.

4. Requiring the identification of low performing Chapter 1 schools; mandating constructive local and state involvement in program improvement for these schools; and not allowing states to "take over" schools.

5. Establishing a Committee of Practitioners, comprised of parents, teachers and administrators, to advise the State on the implementation of these amendments which support an LEA and SEA partnership.

In order to maintain the present education programs, it is estimated that an $800 million increase is necessary over last year's appropriation plus $441 million to implement the "Education" President's new education initiatives. This would only maintain present program and allow for no real growth and ignores Congress' declaration of policy "(B) expand the program authorized by this Chapter over the next 5 years by increasing funding for this Chapter by at least $500,000,000 over baseline each fiscal year and thereby, increasing the percentage of eligible children served in each fiscal year..."

Rhetoric and symbols will not solve the critical problems in education. The revitalization of federal support to education provided in the Hawkins/Stafford Amendments of 1988 will fail if the Bush Administration and Congress do not support at a minimum the Hawkins/Stafford policy statement to expand Chapter 1 by $500,000,000. Continued support and improvement in Drug Free Schools, Drop Out Prevention, Immigrant Education and Programs for Limited-English Proficienct students are essential as they are part of the same problem.

Students do not enter school from a vacuum, and early experiences play a critical role in school success. The provision of quality child care and early childhood education could have a profound impact on the successful education of children born into poverty. The United States cannot maintain its own standard of living, much less compete with other high technology countries, if it loses the thinking and skill represented by these young people.

Congressman Hawkins recently introduced four new bills to Congress and was quoted as saying: "The realities of the budget deficit must not deter the Congress or the White House from doing what is right for those Americans living in poverty and barely making ends meet."

I hope he does not mind if I paraphrase his sentence. The realities of the budget deficit must not deter the Congress or the White House from doing what is right for those students living in poverty and who are barely literate.

Chairman HAWKINS. Thank you. Ms. Ochoa, would you correct me in my pronunciation of your name?

Ms. OCHOA. I was going to do that. It is a difficult name to pronounce, so do not be embarrassed. It is called Ochoa.

Chairman HAWKINS. Ochoa.

Ms. OCHOA. Actually, the way that it is written.

Chairman HAWKINS. I was trying to give a Spanish pronunciation to it.

Ms. OCHOA. Well, it is a Spanish name but the H does not have to be silent here. It is Ochoa.

Chairman HAWKINS. I am a low grade linguist.

STATEMENT OF CARLEY OCHOA, PRESIDENT, NATIONAL ASSOCIATION OF FEDERAL EDUCATION PROGRAM ADMINISTRATORS

Ms. OCHOA. I will start right at the beginning. I am Carley Ochoa and I am here today as President of the National Association of Federal Education Program Administrators and like others at this table, of course, I have a job that pays real money also, and that is Director of Special Projects in Riverside, California.

Before I go to my prepared remarks, I sort of need to follow up on something one of the last panelists said, Mrs. Kerr, who is a teacher in my district. I was happy to see her here today. And when she referred to the school that had gone from twenty-three to five aids and from three full time people—professional people who had taken a cut voluntarily, I think that reinforces the dilemma we have found ourselves in, in providing Chapter I programs and I think it also shows us something else. When those teachers took a voluntary cut, it tells you that they have a whole lot of commitment to that program because they did not have to do that. They could have gone into a regular classroom and continued to receive their one hundred percent salary. So while it shows that our resources are dwindling, it also shows that teachers have a real commitment to our Chapter I kids.

While not an expert in the area of Federal finance and budgeting, I do have expertise about Chapter I, having been responsible to the program in our district for the past ten years. I do know that our kids in programs are being short-changed by continual erosion of funds to meet the needs of increasing numbers of children. The number of at risk children grows dramatically every year. Costs continue to go up and Chapter I continues to lose ground in terms of keeping up with inflation and increased need.

If the President's attempt to freeze outlays is successful, then Chapter I will have suffered its greatest loss ever and this when we all know that education should be a top priority. It defies all common sense that I ever heard about. On behalf of the National Association of Federal Education Program Administrators, I urge adoption of your, Mr. Hawkins', budget initiative which would increase finding for high need children and help us keep pace with the need to insure quality education for all our kids.

There are many opportunities and challenges in the School Improvement Amendments. We must have adequate funds to support these improvement efforts. I was pleased to see the even start regu-

lations and application process come out in the Federal Register a few days ago. I am disappointed that we are only going to be able to fund maybe eighty-five programs across the country, but it is a start.

Now, I would like to talk a little bit about the Chapter I program itself, and we practitioners are pleased with the expanded purpose of Chapter I. We believe that our comp ed students should and can be successful in the regular program. I think we are taking long strides toward improving our programs by injecting many aspects of effective schools' research, but we need to remember that these improvement activities must be collaboratively planned and designed by staff and parents in order to really be effective. This takes time, but I think it will pay great dividends.

Only through team building and collaboration can we make a real difference in the lives of our Chapter I students. As a group of Chapter I practitioners, we feel optimistic about our progress in implementing Chapter I reforms. We studied the research and we have cleared visions. We are attempting to articulate those throughout our ranks. We are focusing on prevention models and integrated language arts programs. We are providing staff development focused on the components of our vision for Chapter I and budgeting dollars for more effective parent programs.

We hope that we will do better than just have committees. Parent participation has fallen off but I—I think the parent participation we used to have had to do with a lot of people being on committees and coming to school and we hope that we can go further than that, that we can provide programs so that parents can be actively engaged in the learning of their children. That is the only thing that is going to make our programs more effective for kids.

But we feel like we are making good progress. The local level decision-making process is the only one that will work. The new Chapter I law holds up that high standards for us all to reach for. We, at the local level, can best decide how to attain those objectives for our students. Program improvement mechanisms serve to insure that we be held accountable for student outcomes. We should be held accountable. Our nation can no longer afford to expect education failure on the part of a large group of our students. We accept this challenge and welcome it.

When I heard Mrs. Andrews talk about some children being permanent career Chapter I kids, K through 12, I said we need to be held accountable. That should not happen. We should be exiting at a minimum, thirty to forty percent of our children each year from the program because we are providing a good one. We appreciate the opportunity given to Chapter I practitioners and parents to be included in negotiated rule making at both the Federal and state level. I was fortunate enough to be in both the regional and the national process of negotiated rule making along with a California parent and it was a wonderful experience. It reinforces the ownership we all feel about the education programs for our children.

In conclusion, while we fully appreciate the areas of flexibility built into the new law, we ask that the U.S. Department of Education assist us by encouraging districts and states to implement appropriate reforms in Chapter I. We also ask that state agencies and

local agencies be reminded who our target population is and that resources should continue to be focused on educationally disadvantaged children in schools impacted with poverty. We must not let flexibility dilute the program for our Chapter I students. Thank you.

Chairman HAWKINS. Ms. Weil.

STATEMENT OF JEANNIE WEIL, STATE OF CALIFORNIA SPECIAL EDUCATION COMMISSION

Ms. WEIL. Thank you. My name is Jeannie Weil and I represent the State Advisory Commission on Special Education. George Attletweed, Chairman, had to be in San Diego today and asked if I could come over and direct some remarks to you. We do appreciate the time and a written statement will be sent from Sacramento after our meeting in two weeks. The prime concern of the Commission at this time is the—not just the funding but the increase in funding that is so necessary for the special education children being served in the State of California at this time.

Growth is of tremendous concern. By next year, they estimate five hundred thousand—five hundred thousand children will be served under the auspices of special education. And what has happened after assessment and placement, the children being placed in special education at this time are children who come from diverse cultural backgrounds, children with behavioral problems and children who have needs other than can be served in a regular classroom? But what happens in the State of California because of the tremendous cultural differences, the monies that are being spent for children as we, in special ed had referred to kids with special needs were children with disabling conditions and learning disabilities who needed special education.

Now, it is being expanded. So it is of the utmost importance that funding be continued. The prime focus of the Commission this year is parent involvement, and this is something that we all hear about across the board, and a great deal is being done here in California with parent involvement. There is an advisory—is this better.

Chairman HAWKINS. Yeah, we have some indication that you are not being heard very well.

Ms. WEIL. All right, there is an advisory committee that is——

Chairman HAWKINS. Better? Okay.

Ms. WEIL. In reference to parent involvement, there is an advisory committee that has recently been started by Patrick Campbell comprised of parents throughout the state. And one of the most important things, as a member of the Commission on Special Ed, and I chair the Program Committee, that has been dealing with—coming up with a policy statement on parent involvement, parent education and parent training, was when the Committee came and reported to us, the newly formed Committee reported to us on a definition of parent education and parent training, as parent education being the information given to a parent and the parent training, training the parents—teaching them what to do with the information that is given to them in order to make them a more effective advocate for their children and for all of our children.

One of the other things that we feel—and I have heard it so many times this morning, the word "partnership." And what partnership really means is the parent/professional/pupil partnership for the success of the education of all of our children. And by giving the parents the opportunity of education, information, yes, the children—the parents are given parent right papers—I heard that also this morning again—at the beginning of school but not all parents do understand that, whether it is a linguistic thing, whether it is just a basic lack of understanding. And so by having facilitators to work with the parents and the parents and the school working together with the children as a team, the children will begin to feel good about themselves and so will the parents and the school will not be as an—everybody has been feeling intimidated by one another because of the lack of understanding and comradery with the children as the prime focus.

Disability awareness is also an area that, I guess, this week, those of you in California where the movies are made are very aware that disability awareness came away with all of the Oscars with Dustin Hoffman making us so aware of how the disabled are able and can be able, just so we see that people care and take the time to care. California is a leader in that, not just in Hollywood, but in the state and in the educational field and we would like to see it continue that way.

As I said, the success is in the partnership of everyone working together but we cannot do it without the funding that is so necessary. Yes, there is a tremendous teacher shortage and a lot of it, as we have discussed it in Commission comes from not only lack of funding for the teachers in terms of salary and incentive but, yes, we need to make it safe and we need to make the teachers feel important as they are an integral part of the team.

I thank you for the time this morning. I do encourage you to increase the funding for special education but definitely to continue funding for education for all children, because all kids are special. Some have some needs that are a little more special than others. Those are the ones we deal with in special education, but all children are special and they need our help as adults, those in decision making position such as yourselves and we will appreciate anything you can do for us. Thank you very much.

Chairman HAWKINS. Thank you, Ms. Weil. Doctor Kipp?

STATEMENT OF SAM KIPP, EXECUTIVE DIRECTOR, CALIFORNIA STUDENT AID COMMISSION

Dr. KIPP. Mr. Chairman and members and Assemblywoman Waters, I am Sam Kipp, the Executive Director of the California Student Aid Commission. I appreciate the opportunity to appear before your Committee and I want to welcome you to California. First, I want to focus on some of the major forces that are transforming this state and nation and the distinct challenge they pose for our educational system. And second, I want to alert you to two major issues in the President's proposed budget that would have a profound negative impact on the availability of financial aid for Californians and all other Americans who aspire to full participation in our economy and society.

It seems particularly appropriate that your Committee has selected the extraordinary city and state as a site for a special hearing to examine the educational challenges confronting the nation in 1990 and beyond and to assess the extent to which funding and the President's proposed budget will or will not enable America to meet these challenges successfully. This state's population will increase by an additional four and a half million people to thirty-two million in the next decade when California will become the first mainland state to have no single ethnic group in a majority.

This is a state already rich in cultural diversity, the destination for fully one-third of all foreign immigrants to the United States and where, for example, over seventy-eight languages are spoken by students in the Los Angeles Unified School District alone. The state's population will become older, yet the older generation will be predominantly white while the state's school age population will be comprised largely of ethnic minority students including nearly twenty-four percent who are below the poverty line and a disproportionately large number for whom English is not their first language.

In just the next three years, nearly one-half million more students will be added to California's K-12 school enrollment and by the turn of the century these enrollments will increase to one and a half million students—by one and a half million students. So far, most of the enrollment surge has occurred in the primary grades but this past fall, it reached eighth grade classrooms for the first time and just four years from now, in fall 1992, the first wave of this expanded student population will reach college age.

Even with an alarming drop-out rate of at least twenty-five percent between ninth grade and high school graduation, California's high schools will be producing over one hundred forty thousand additional graduates per year soon after the turn of the century, more than the next nine most rapidly growing states combined. Middle schools, high schools and colleges are preparing for this period of extraordinarily rapid enrollment growth but for a significant number of these students who eventually enroll in college, California students and the schools that educate them must perform substantially better than in the past. This is because these are the same kinds of students who historically have been most likely to drop out before completing high school, least likely to take the courses or achieve the grades needed for regular four year college admission, most likely to enroll in a community college, but least likely to transfer from one and least likely to persist in college and earn a baccalaureate degree. The sad fact is that low income and ethnic minority students, the most significant portion of the state's future population growth, comprise a disproportionate share of the students lost at every step along the way.

California patterns in this respect are not unique, though they may be a more extreme manifestation of more general national trends. Chairman Hawkins has already stated well the implications of continued under-investment in the education of our youth and I am reminded of a statement made recently by the Committee on Economic Development that observed that education is not an expense, it is an investment. It is the failure to educate that is an expense. The presence of large numbers of children living in pover-

ty in an affluent state and nation adds special urgency to facing the challenges confronting our schools and colleges. You have already heard from many witnesses about what must be done to successfully meet these challenges in elementary and secondary education.

I would now like to touch on the critical importance of early outreach and financial aid for strengthening the preparation of secondary students for college and making participation in postsecondary education a genuine possibility for more of our citizens. Higher education must continue to strengthen its early outreach efforts to inform students as early as the seventh grade of the academic courses they will need to prepare for college. Furthermore, my Commission has found that if these efforts at academic advising and skill-building are to truly succeed, they must also inform ethnic minority and low income students about the availability of financial aid. Without adequate information on how to overcome the intimidating financial obstacles to higher education, many under-represented students are not likely to undertake the more demanding courses they will need to enter higher education and ultimately to graduate.

All the efforts to expand participation and the information will be a cruel hoax without adequate financial assistance. Congress has always recognized this critical fact. Consequently, financial aid comprises more than forty percent of the entire Federal education budget. Unfortunately, the President's proposed budget provides little, if any, encouragement to the growing numbers of students and families who are unable to meet the rising costs of college from their own resources.

First of all, the President's budget proposes to eliminate entirely funding for the State Student Incentive Grand Program. Congress has rejected this proposal for the last eight years and it is essential that it do so again. The California Student Aid Commission receives eleven million dollars from the SSIG program and matches it with a hundred twenty-five million dollars and state general fund money to provide grants over seventy-six thousand financially needy Californians. Our state could not sustain an eight percent reduction in grant funding without such a cut having an extremely serious impact on accessibility to postsecondary education for thousands of needy deserving young Californians. The consequences would be even more damaging in many other states where SSIG funds provide fully fifty percent of all available state grant funding.

Instead of continually threatening this valuable Federal grant program that successfully leverages a significant amount of state funds for every Federal dollar expended, serious consideration ought to be given instead to expanding a program with this kind of positive multiplier effect.

Second, there are a number of ill-conceived proposals in the President's budget that would damage severely the Stafford Loan Program. If the proposals to reduce special allowance payments to lenders, to reduce lenders' insurance from a hundred to ninety percent and to reduce Federal re-insurance of default claims paid to guarantee agencies, these would have the—if they would have adopted, would result in substantial reduction in lender participa-

tion in the program, would undermine the financial viability of the number of guarantee agencies and make it virtually impossible for needy students attending some four-year colleges, most community colleges and most vocational technical schools to secure loans.

With a smaller portion of college costs covered by grant and scholarship assistance, financially needy students have increasingly turned to loans to finance the gap between educational costs, family contributions and available financial aid. Indeed, student borrowing has become almost a mandatory fact of life for nearly half of all those attending postsecondary education. In just the past three years, the total volume of loans guaranteed by my Commission has increased by $437 million a year from $698 million in 1986-87 to a projected $1.1 billion in the current year.

As alarming as these trends are, the substantial reduction in access to loans that would stem from implementation of the President's proposal could only result in an even more alarming and profound reduction in access to postsecondary education for millions of Americans. This nation needs to invest more not less in the development of its rich and diverse human resources through better K-12 education and more accessible postsecondary education. The cumulative impact of the President's proposals for SSIG and Stafford loans would be devastating to California and the rest of the nation.

Now, I realize that when members of the House Budget Committee begin negotiations with the President on the 1990 Federal budget they will be confronted with extremely difficult choices. I also recognize that because the crucial fiscal decisions will ultimately be made by the budget committees rather than the authorizing committees, it will be difficult to gauge fully the potential impact these decisions will have on the effected programs.

Recognizing the immense pressures and extraordinary impact many of these decisions will have, I am concerned that there will be a brief pause between arriving at tentative decisions and making them final so that people such as yourselves who better understand the programmatic implications can provide a frank and forthright assessment of the likely impact of tentative proposals on students.

Furthermore, I fear that as long as the debate over urgent funding requirements for education is artificially confined to a zero sum consideration of how to stretch inadequate proposed education funds, different segments within education will be left to cannibalize each other in order to secure adequate funding for their programs. Instead, it seems to me that it is time to break away from this artificial budget box and attempt to re-establish a higher priority for education and more appropriate funding levels for it within the overall Federal budget.

I applaud the Chairman and any and all members in the Congress who support him for proposing a thoughtful budget alternative. Clearly, major social, demographic and economic forces are currently reshaping both this state and the nation. The future can either be one characterized by an open society filled with opportunity, justice and hope or a two-tiered society with haves and have nots, frozen by despair and resentment and pervaded with fear.

History will judge us as a state, a nation and as a people by how well we succeed in incorporating low income and ethnic minority citizens into the educational and economic mainstream. The decisions and actions of state and national leaders in government and education will play a critical role in shaping that future. We must embrace this challenge with courage and conviction. We cannot afford business as usual. We cannot afford a freeze. We cannot afford to turn our backs and timidly withdraw. Thank you very much. I would be happy to answer any questions.

[The prepared statement of Dr. Samuel M. Kipp III follows:]

Testimony Presented to the House Subcommittee on Elementary, Secondary and Vocational Education and the Subcommittee on Postsecondary Education

by Dr. Samuel M. Kipp, III
Executive Director,
California Student Aid Commission

March 31, 1989

Mr. Chairman and Members, I am Sam Kipp, Executive Director of the California Student Aid Commission. I appreciate the opportunity to appear before your Committee and want to welcome you to California. First, I want to focus on some of the major forces transforming this state and nation and the distinct challenge they pose for our educational system. Second, I want to alert you to two major issues in the President's proposed budget that could have a profound negative impact on the availability of financial aid for Californians and all other Americans who aspire to full participation in our economy and society.

It seems particularly appropriate that your Committee has selected this extraordinary city and state as the site for a special hearing to examine the educational challenges confronting the nation in 1990 and beyond and to assess the extent to which funding in the president's proposed budget will enable America to meet these challenges successfully. This state's population will increase by an additional 4.5 million people to 32 million in the next decade when California will become the first mainland state to have no single ethnic group in a majority. This is a state already rich in cultural diversity, the destination for fully one-third of all foreign immigrants to the United State and where, for example, over 78 languages are spoken by students in the Los Angeles Unified School District alone. The state's population will become considerably older, yet that older generation will be predominantly white while the state's school age population will be comprised largely of ethnic minority students, including nearly 24 percent who are below the poverty line and a disproportionately large number for whom English is not their first language.

In just the next three years, nearly one-half million more students will be added to California's K-12 school enrollment, and by the turn of the century these enrollments will increase by 1.8 million students. So far most of the enrollment surge has occurred in the primary grades, but this past fall it reached eighth grade classrooms and just four years from now in fall 1992 the first wave of this expanded student population will reach college age. Even with an alarming 25 percent dropout rate between ninth grade and high school graduation, California's high schools will be producing over 140,000 additional graduates per year soon after the turn of the century, more than the next nine most rapidly growing states combined.

Middle schools, high schools, and colleges are preparing for this period of extraordinarily rapid enrollment growth. But for a significant number of these students to eventually enroll in college, California students and the schools that educate them must perform substantially better than in the past. That is because these are the same kinds of students who historically have been most likely to drop out before completing high school, least likely to take the courses or achieve the grades required for regular four-year college admission, most likely to enroll in a community college but least likely to transfer from one and least likely to persist in college and earn a baccalaureate degree. The fact is that low-income and ethnic minority students -- the most significant portion of the state's future population growth -- comprise a disproportionate share of the students who at every step along the way (California Postsecondary Education Commission, From School to College: Opportunities Lost and Found, 1986; California Postsecondary Education Commission, Student Profiles: A Statistical Overview, 1986) California patterns are simply an accurate, albeit more extreme manifestation of more general national trends.

[illegible] Committee for Economic Development observed recently:

> If present trends continue, the majority of well-educated and well-qualified people in the work force will increasingly emerge from minority communities -- precisely the groups that are increasingly challenging gains in the marketplace.
>
> Our institutions will be unable to grow and compete internationally because [illegible] unless we fully use the talents of all our people. (Committee for Economic Development, Investing in Our Children, 1985, p. 81)

In a similar vein, the National Commission on Excellence in Education warned [illegible] years ago that our message goes well beyond questions of industry, commerce, and competitiveness. It emphasizes [illegible] The people of the United States need to know that individuals in our society who do not possess [illegible] skills, and learning essential to this new era will be effectively [illegible] (A Nation at Risk, 1983, p. 7)

simply from the material rewards that accompany competent performance, but also from the chance to participate fully in our national life." [National Commission on Excellence in Education, A Nation at Risk: The Imperative for Educational Reform, 1983, p. 7.]

The presence of large numbers of children living in poverty in an affluent state and nation add special urgency to facing the challenges confronting our schools and colleges. You have already heard from many witnesses about what must be done to successfully meet these challenges in elementary, middle, and secondary education, I would now like to touch on the critical importance of early outreach and financial aid for strengthening the preparation of secondary students for college and making participation in postsecondary education a genuine possibility for more of our citizens.

Higher education must continue to strengthen its early outreach efforts to inform students as early as the seventh grade of the academic courses they will need to prepare for college. More and more educators now recognize that "middle school represents a critical point in the education of disadvantaged children. For many, the gains that were made in elementary school are dissipated during the middle school years for reasons that are still unclear. This is the point at which dropping out is apt to occur, particularly for children who have had to repeat grades." [Committee on Economic Development, Children in Need, p. 53.] Furthermore we have found that if these efforts at academic advising and skill building are to truly succeed they must be expanded to inform ethnic minority and low-income students of the availability of financial aid. Without adequate information on how to overcome the intimidating financial obstacles to higher education, many underrepresented students are now likely to undertake the more demanding courses they will need to enter higher education and ultimately to graduate. The carefully coordinated, cost-effective regional consortia operated by the Student Aid Commission's California Student Opportunity and Access Program provide an important vehicle for coordinating the state's early outreach efforts in areas with large numbers of low-income and minority middle- and secondary-school students and may well prove to be a model worth emulating nationally.

All these efforts will be a cruel hoax without adequate financial assistance. Congress always has recognized the need for financial aid. Consequently, financial aid comprises more than 40 percent of the entire federal education budget.

Unfortunately, the President's proposed budget provides little, if any encouragement to those students and families who are unable to meet the rising costs of college from their own resources. Indeed, I want to alert you to two major issues in the proposed 1990 budget that would have a profound negative impact on the availability of financial aid for Californians and all other Americans aspiring to attend postsecondary education.

First, the President's budget proposes to eliminate entirely funding for the State Student Incentive Grant(SSIG) Program. Congress has rejected this proposal for the past eight years and it is essential that it does so again. The California Student Aid Commission receives $11 million dollars for the SSIG program and matches it with $125 million of state general fund money to provide grants to over 76,000 financially needy Californians. Our state could not sustain an eight percent reduction in grant funding without such a cut having an extremely serious impact on accessibility to postsecondary education for thousands of needy, deserving young Californians. The consequences would be even more damaging in many other states where SSIG funds provide fully fifty percent of all available state grant funding. Instead of continually threatening this valuable federal grant program that successfully leverages a significant amount of state funds for every federal dollar expended, serious consideration ought to be given to expanding a grant program with this kind of positive multiplier effect. Certainly, funding for this fine program should not be reduced or eliminated.

Second, there are a number of ill-conceived proposals in the President's budget that would damage severely the Stafford Loan Program. If the proposals to reduce special allowance payments to lenders from 3.25 to 3.0 percent, to reduce lenders' insurance from 100 to 90 percent and to reduce federal reinsurance of default claims paid to guarantee agencies from 100/90/80 percent to 90/80/70 percent were adopted, they would result in a substantial reduction of lender participation in the program, undermine the financial viability of a number of guarantee agencies and make in virtually impossible

for needy students attending some four-year colleges, many community colleges, and most vocational-technical schools to secure loans.

As recent events have already demonstrated, more and more of the responsibility and cost of running the loan program have been shifted to guarantee agencies, commercial lenders, secondary markets and educational institutions. While the Student Aid Commission and other program participants willingly accepted an expanded responsibility for training, counseling, compliance, and default aversion and are proud of our record of solid accomplishment, the added costs from these shifts coupled with overregulation by the Department have eroded operating margins for program participants and increased dramatically the risk of financial losses. The impact of these developments is already becoming evident in the increasing reluctance of lenders to make loans to high risk borrowers attending certain types of schools and in secondary market caution about purchasing such loans.

With a smaller portion of college costs covered by grant and scholarship assistance, financially needy students have increasingly turned to loans to finance the gap between educational costs, family contributions, and available financial aid. Indeed student borrowing has become almost a mandatory fact of life for nearly half of all those attending postsecondary education. In just the past three years, the total volume of loans guaranteed by my Commission has increased by $437 million dollars a year from $698 million in 1986-87 to a projected $1.1 billion in 1988-89. As alarming as these trends are, the substantial reduction in access to loan capital that would stem from implementation of the president's proposals could only result in an even more alarming reduction in access to postsecondary education for millions of Americans. This nation needs to invest more, not less, heavily in the development of its rich and diverse human resources through better K-12 education and more accessible postsecondary education; the cumulative impact of the President's proposals for SSIG and Stafford Loans would be devastating to California and the rest of the nation.

I realize that when members of the House Budget Committee begin negotiations with the President on the 1990 federal budget they will be confronted with many extremely difficult choices. I also recognize that because the crucial fiscal decisions will ultimately be made by the budget committees rather than the authorizing committees, it will be difficult to gauge fully the potential impact of these decisions on the affected programs. Recognizing the immense pressures and extraordinary impact many of these decisions will have, I am concerned that there be a brief pause between arriving at tentative decisions and making them final so that people who better understand the programmatic implications can provide a frank and forthright assessment of the likely impact of tentative proposals on students. Furthermore, I fear that as long as the debate over urgent funding requirements for education is artificially confined to a zero-sum consideration of how to stretch the inadequate proposed education budget, different segments within education will be left to cannibalize each other in order to secure adequate funding for their programs. Instead, it is time to break away from this artificial budget box and attempt to reestablish a higher priority for education and more appropriate funding levels for it within the overall federal budget.

Major social, demographic and economic forces currently are reshaping both this state and the nation. The future can either be one characterized by an open society filled with opportunity, justice and hope or a two-tiered society of haves and have nots frozen by despair and resentment and pervaded with fear. History will judge us as a state, a nation and as a people by how well we succeed in incorporating low-income and ethnic minority citizens into the educational and economic mainstream. The decisions and actions of state and national leaders in government and education will play a critical role in shaping that future. We must embrace this challenge with courage and conviction; we cannot afford business as usual or to timidly withdraw.

Thank you. I would be happy to answer any questions.

Chairman HAWKINS. Thank you. Doctor Macias.

STATEMENT OF DR. REYNALDO MACIAS, DIRECTOR, USC CENTER FOR MULTILINGUAL, MULTICULTURAL RESEARCH

Dr. MACIAS. Mr. Chairman, members of the Committee, Assemblywoman Waters, members of the panel, let me add my welcome to Los Angeles to all of you that have traveled and/or that have returned for however short a time it may be. Mr. Chairman, it is a pleasure to see you again. I testified before this Committee in a field hearing two years and eleven days ago on the re-authorization of the Bilingual Education Act and then the gathering of ideas for what became the Hawkins-Stafford School Improvement Act.

I am happy to sit here and recognize that that Act was passed, that many of the tremendously good ideas that you collected not only from the field but generated within your staff and within the Committee came to fruition, came to be recognized and came into law. However, I sit here as well disappointed that many of the issues that we talked about then still have not been adequately addressed. And in particular the momentum and the continuity of the last eight years of the last two administrations seems not only to continue but in a more gentle and kinder way seem to be even more severe.

I spoke then about the need for greater language competencies, multicultural competencies on the part of our school systems, particularly to address the new and increasingly diverse student enrollment. I spoke, as well, about the need to address literacy and illiteracy not only amongst the Chicano and Latino community but amongst the black community and other language minority groups as well.

Today, I would like to talk specifically about teachers, teachers, bilingual teachers, language teachers and competencies of teachers that will help them do what the schools are supposed to be doing with all of our kids and that is educate them. The Federal Government does not have a direct responsibility for the implementation of schools but has been very low key in providing national leadership and support, financial support as well as ideological support at various times over the last forty years.

In the last several years, that leadership has been antagonistic to bilingual education, has been antagonistic to cultural diversity within the schools, has been antagonistic to the needs of limited English proficient students. The new leadership in the Secretary of Education's office seems to be rhetorically in support of bilingual education, in support of the pluralism, the recognition of the pluralism of this great nation and that out of that pluralism, a strong nation can be built. But the rhetoric is not reflected, if you will, in the pudding. It is not reflected in the budget or the various budgets or the confused budget situation that is coming out of this administration.

The state responsibility for teachers and the national leadership that the Federal Government has in providing support to the states for educating out students, come together in the programs that specifically help those states develop unique, specialized competent

teachers to carry out that job. Bilingual teachers were such special teachers. Until the Bilingual Education Act developed the Personnel Development Programs, not only the teacher training programs, the undergraduate and graduate ones, but the fellowship programs, the in-service staff development programs and several others, those states that had the need to train teachers in those areas fell very short, needed direction and together with the Federal Government and these programs in the Bilingual Education Act, were able to cooperatively seek a higher ground, cooperatively identify the competencies that were necessary for those specialized teachers and build the programs around them.

The reform movement today, looking at teachers, looking at teacher competencies, address structural relationships in improvements and not the content, not the competencies that we are talking about. When we look at the National Reform Reports, especially those dealing with teachers, the number of pages, the number of paragraphs—you can count them in the number of paragraphs—that pay attention to minorities, that pay attention to cultural diversity, to linguistic needs of our students, are very, very few.

So, national leadership is not coming from the national teacher reform movement. National leadership has come, in the past, is not necessarily forthcoming now from the Federal Government in the administrative branch, but I think the congressional leadership that you and your Committee provide and that the law provides is the very key to maintaining some of the gains that we have made over the last several years.

Let me particularly identify some of those. Several years ago, there were a number of national surveys of language competencies of teachers, specifically those that were trained in Bilingual Education Act sponsored programs and those who were not. There were three findings that were, I think—that are particularly of interest to this Committee. Teachers who received preparation under the Bilingual Education Act tended to be better prepared, that is two-thirds had basic preparation, than their counterparts with bilingual training not supported by the Act, where only one-third met basic preparation and that included basic preparation in the English language and teaching language arts and the non-English language and bilingual and English second language instructional material and in multicultural education instruction. So, they were better prepared as a result of the Bilingual Education Act.

Teachers prepared in programs supported by the Bilingual Education Act were more often teaching bilingually. Sixty-five percent of those with basic preparations were actually in bilingual classrooms as opposed to those teachers who had similar preparation but in programs not supported by the Act, where only twenty-two percent of those bilingual teachers were actually in bilingual classrooms. As a result of Bilingual Education Act sponsored training programs, the commitment of those teachers to use those competencies was three times higher.

Teachers received basic training and preparation outside of academic settings, that is outside of institutions of higher education only when support was provided by the Bilingual Education Act, that is onsite training. And we know from staff development—effective staff development research that onsite training can be very,

very effective not for only training the competencies on the part of the teachers, but for transferring the use of those competencies into their actual instruction.

These benefits, these achievements, that can be identified or associated with funding from the Bilingual Education Act, and particularly the personnel development portions of it, are very key. They need to be recognized. They need to be disseminated, but more than that, they need to be the base on which the funding that you are calling for, particularly for the Bilingual Education Act, needs to be supported by the Budget and Appropriation Committees as opposed to those being proposed by the administration.

There are three principal things that this administration has continued that I hope the Committee in its oversight and monitoring functions will continue to address and it is particular with regards to the implementation of the law after the appropriations are made for fiscal '90. What we have seen in the last several years has been middle managers who either have been appointed on a tentative basis or have not been appointed at all, which meant that programs stayed stagnant and monies were not spent. We have seen narrow budgets spent in the last quarter. We have seen a reduction, if not a shift, almost a rewriting of the intent of the law on the part of the administration, several offices within the Department of Education. And at least this first quarter of this new administration does not provide any signs that that will not change, that it will be business as usual insofar as the implementation of the law is concerned. Although you can influence the Budget and Appropriations Committees' decisions, I would hope that, as you did two years ago, the monitoring and oversight responsibilities of the Authorization Committee would continue to be critical of the implementation of the law. The fellowship programs that supported Masters and Doctoral training for bilingual teachers, in bilingual education which were authorized at a level of five hundred per year, have not been competed or awarded for four years. Even though it was in the law as it was passed in its present form, this year the Department chose to study the situation as opposed to have a competition or make any awards.

The field does not expect that this Department of Education will make any awards in the near future. We are concerned about that. The Personnel Training Programs which were recently competed and for which the awards will be announced next month are also of concern to the field. It was initially announced that there would be over forty programs, training programs, awarded. The field feels at the moment that those have been cut back to probably around sixteen, not on the basis of budget, not on the basis of quality of the proposals submitted, but on the basis of the general strategy that we have seen over the last several years of undermining and under-cutting the training of bilingual teachers as a result of the general anti-bilingual education approach of the last administration, and more importantly in other ways.

As states respond in both positive and negative ways to the English only movement, as state legislatures and chief executive officers do not see fit to renew state bilingual education programs, we fall back on Federal civil rights laws for the assurance of adequate education of limited English proficient students. We are concerned,

again in the area of national leadership, that if states do not have adequate protections with state law, that if there is not implementation of the discretionary law in education such as this Act and adequate funding for it, that the lack of enforcement in civil rights to protect language minorities, racial minorities in the schools, will also fall by the wayside.

I would hope, as well, that this Committee would work with other members of Congress in providing that morale and that national leadership as well. Thank you very much for the time, Mr. Chairman.

Chairman HAWKINS. Thank you, Dr. Macias. The Chair would yield his time at this time to Ms. Waters.

Ms. WATERS. Thank you, Mr. Chairman. I thought I had some questions, but instead of taking up your time with those questions, I would just like to perhaps take the opportunity to thank you for the leadership that you provide this subject of education and let you know how much we all depend on you, not only in the State of California, but in this nation.

I came over today because I certainly wanted to show my support for your work and give recognition to the fact that we have to organize very strongly in order to insure that you have opportunity for success with these amendments, that I consider that education is our most precious resource and I only hope we are being able to solve some of the nation's problems. Mr. Chairman, I would just like to say to you and the other members, Congressman Payne and Congressman Hayes, thank you for being in our fair state with our Congressmen today. It is always good to see you, but to say to the education community, in their desire to help you and to give support to your tremendous effort, that I think there are some things that we must all do and I will not attempt to go into all of it, except to say on Chapter I—in Chapter I, I did not hear a recommendation for reform, but I am sure there must be some out there or people are working on it.

If we really want to help the Congressmen, we really do have to come forward and show how we can, indeed, not have career Chapter I disadvantaged students who never roll off. It is just unacceptable and until we address those kinds of things in a serious way, I think we harm the attempts of the Congressmen to push forward for more money. I wanted to leave that with you and hope that you arm him with the kind of responsible reform and commitment that shows that the money is going to be used in ways where you are going to get those kids in there, we are going to utilize those resources and roll them off, because we are giving them the kind of education that will move them to the center and to being in our regular classrooms.

The other thing is, Mr. Chairman. Doctor Kipp knows that I am vitally concerned about the use of student loans and the abuse of student loans in some of the private postsecondary institutions of America, not only California, but America. I have been trying to send a warning signal here in the State of California. Comprehensive investigative reporting has been going on with the Los Angeles Times and then recently in the New York Times, a comprehensive piece came out. We cannot afford to continue the default rate and the loss of precious dollars in institutions that are not serious

about education, institutions that are ripping off our students and our Federal taxpayer dollar and undermining education to the point where we are going to lose the opportunity to utilize student loans for our students.

And I think, again, if the education community is going to be very helpful to you, sometimes we have to come forward, we all have to come forward, and talk about what is wrong with the system and our desire to see some corrections in it, so that people will take us seriously. The default rate is unacceptable and to the degree that that precious resource continues to be drained off, I think it undermines public education.

And so I would like to leave with our education community here today the challenge to come forward in ways that can be very helpful to drive these resources back into public education, in ways that will help us to realize more resources because we need them so desperately. Again, my thanks to you, Mr. Chairman, and to the other members who have come out. I stand ready in all that I can do to support not only Head-Start—very strong on parent involvement in our schools, and feel like if we all hang together and put forth the very best efforts in organizing and all those things that need to be done, we can help to be successful in your efforts. Thank you very much.

Chairman HAWKINS. I thank you. Mr. Hayes.

Mr. HAYES. Doctor Kipp, I have been in a number of hearings where this issue of the whole student loan program has been under fire by members of Congress. Some of the loans—and the big issue that is being raised is the default ratio as my colleague said over there, Ms. Waters. Some of the loans that are given to kids as guaranteed loans should never have been given. Instead of giving grants, building up the grant program, which I think we have to do if we intend to have the economically disadvantaged kids get a secondary education, we need to really concentrate on rebuilding our grant programs, which some of my colleagues do not—I accuse them, and I think with merit, that some people who are in positions where they make decisions, particularly as it relates to educational opportunities who do not give a darn whether or not an economically disadvantaged student has an opportunity.

And I want to see if we can get more money into the grant program and less concentration, which is already on the down-beat into the guaranteed loan, select loan provisions. And with you, Ms. Weil, I just want you to elaborate for me maybe a little more. You mentioned tremendous cultural differences between students. Can you maybe——

Ms. WEIL. I believe when I say "tremendous cultural differences," the composition in the State of California, as has been said before, is very different from most of the states and, therefore, the needs to serve these children are very different in terms of academic materials, multilingual—multicultural, multilingual. That is what I meant, culturally diverse.

Mr. HAYES. All right. I just wanted to make sure that I was not thinking in the wrong direction. Thank you, Mr. Chairman. I yield the rest of my time.

Dr. KIPP. Congressmen, if I might just make a couple comments. I certainly agree both with Assemblywoman Waters and with your

concerns. As you know, I have appeared several times in hearings held by the Post-secondary Committee to consider the whole issue of default and the growing imbalance between grant and loan aid in the way in which we administer our programs today.

I think that in all fairness, I should point out that the Student Aid Commission in California has not only been conscious about these problems for at least the last three years, but has been working very hard to point the way toward dealing effectively with them. I think at the heart of it, whether we are talking about grants or loans, the point is that students must have access to quality postsecondary education and/or training, and that we are not doing anyone a favor by giving them access to an institution that fails fundamentally to provide that kind of quality education or training.

Consequently, we have very aggressively in the last three years, stepped up our reviews of institutions within this state and in the past three years, have terminated from participation in the loan program twenty-three vocational/technical schools where we found clear evidence of a failure to adequate educate. I do not presume that that ends the job. There is still much that needs to be done. At the same time, the effort to explain to students, to lenders and to institutions that we mean business, that everyone must meet their responsibility if there is going to be a restoration of public confidence in these programs and an adequate assurance of accountability.

We have succeeded, in fact, in the last three years, in reducing the level of default claims paid in California by forty percent which is moving dramatically in the opposite direction of the national trends and we have also reduced the default rate in this state over the past three years, and it continues to go down through a combination of efforts. As you will recall, my testimony on two occasions last year in front of the Congress focused on the kinds of incremental but substantive steps that can be taken to make this program work and to work better and to assure adequate protection for the student and consumer and for the taxpayer and not throw out a valuable program because of the abuses that do occur among a small number of the institutions that participate in it.

At the same time, until we can assure that those taxpayers' dollars, whether they flow in the form of loans to students or in the form of grants are, in fact, being well spent and legitimately spent, we will not feel safe in trying to correct dramatically the imbalance that now exists between loan and grant aid.

Chairman HAWKINS. Mr. Payne?

Mr. PAYNE. Just a sort of a hypothetical question. It was indicated, Doctor Isenberg, that during the past two decades the poverty level has doubled here, but more specifically as it relates to education, the drop-out rate you cite is between thirty and forty percent, the number of immigrants coming in to the area is about twenty-seven percent and finally, one out of four persons have some limited English proficiency. Do you see the trends in this region continuing and, if so, what if our administration continues not only on the Federal level but on the state level here, if we continue to have those kinds of administrations that seem to have less of an interest in the kinds of programs that I personally have an interest, so I

seems like all of you do, how do you see those figures going, or would you like to estimate?

Mr. ISENBERG. I would not know how to estimate other than to say that the figures are going to go up because other forces are coming to bear. And one of them is the—is just the age of the young women of the two groups that seem to be showing the greatest growth, which are the Hispanic and the Asian and they seem to be, once they are here, producing at a much greater rate than other groups. Just taking that into consideration, besides the fact that the border is still the way it is and the Pacific Rim—the magnet of California to the people from the Pacific Rim and Asia is still extremely strong.

So, I really do not see any change. I see both internally and from external, a continued increase and a much more difficult situation within the state from the standpoint of education as well as other health and social welfare services. And I imagine Doctor Macias would have more specifics than me on that possibly.

Mr. PAYNE. All right, thank you. Unless the trend is changed then, the population and your number in Congress will increase by virtue of the numbers of people, the downside is going to be almost as tremendous and probably even greater than if you put more people in a dependent role, dependent on Government through one means or another, whether it is lack of being able to perform adequately in society or incarceration or some kind of Government supported subsistence. So, therefore, I guess it is really incumbent upon not only the nation, but California. Our national government must come up with some real serious investments now to avoid——

Mr. ISENBERG. Absolutely.

Mr. PAYNE. [continuing] this negative trend.

Mr. ISENBERG. Absolutely, Congressman. And we cannot wait—as I think everybody has said, there is just no time. We are running out of time, if we have not run out of time.

Mr. PAYNE. Thank you.

Chairman HAWKINS. The Chair would like to request unanimous consent to read into the record written testimonies submitted by the Jefferson High School students, the California Vocational Education Council, by Ms. Roz Cooperman of the Community Relations Conference, Southern California and the Los Angeles County Office of Education regarding migrant education. Without objection, those requests will be made as well as any other of those seated in the audience who would like to submit written testimony. We will keep the record open for a reasonable period of time, let us say three weeks, to receive such statements.

[The statements follow:]

March 17, 1989

Dr. John Staehle, Director
Office of Migrant Education
U.S. Department of Education
400 Maryland Avenue, S.W.
Washington, D.C., 20202

Dear Dr. Staehle:

I am submitting this letter in response to the request for comments relative to the proposed Migrant Education regulations. In my response I would like to cite and comment upon the following sections of the regulations with which I do not agree or find not helpful to meeting the intent of the Program.

Section 201.20

It is my belief that the proposed change in summer program funding would most probably result in a considerable reduction for summer school funds to California's and to our Region X (California) Migrant Education Program. Our Region X Program would see a loss of perhaps half a million or more in summer school funding. This would cause a severe corollary reduction of services and programs to our participating students. There has to be a better way to allocate funds to the different states than to drastically reduce the level of support for California's summer programs.

Section 201.20

A method needs to be developed to fairly fund states which are operating year-round schools. This proposed regulation does not address this need.

Section 201.30

There appears to be a need to precisely define what constitutes an error in the regulations although I do agree with the intent of the regulation.

Section 201.31

This proposed regulation would make it difficult to address the needs of "Former" students who in some instances may have needs as great as "Currents" I suggest adhering to the statute in this case.

Section 201.32

This section needs to be adjusted to exclude children three and four years old, adolescents not participating in regular school programs, and also for highly mobile children.

Section 201.46

This section if allowed to stand, would remove a great deal of the needed authority from the State and Regional Offices and transfer it to the LEAs. Migrant Education has been and should continue to be a state operated program. In my opinion this has been helpful to the development of a program geared to meeting the needs of a Migrant population.

Section 201.49

In my opinion this section could too easily be abused as written leading to a diversion of personnel time to tasks not really directed to meeting Migrant student needs. If this clause is allowed to stand, it should be modified to permit no more than 15 minutes of other non-migrant tasks or duties for every three (3) hours of Migrant Education funded time (assuming

Dr. John Staehle, Director
Office of Migrant Education
Page 3

the LEA or school has similarly situated non-migrant staff paid from district general funds also required to assume duty or yard supervision roles).

I would appreciate your attention to my comments regarding the proposed regulations.

Sincerely,

Raúl C. Almada, Director
Migrant Education - Region X

RCA:jp
cc: Celia C. Ayala, Director
Project Funding and Management

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TESTIMONY
OF
THE CALIFORNIA VOCATIONAL EDUCATION EQUITY COUNCIL
BY
RICK LARKEY, EXECUTIVE DIRECTOR

before the
Elementary, Secondary, and Vocational Education Subcommittee
Committee on Education and Labor
U.S. House of Representatives

March 31, 1989

California Vocational Education Equity Council
1421 16th Street
Sacramento, CA 95814
(916) 448-0344

Hello. I am Rick Larkey, Executive Director of the California Vocational Education Equity Council and own a company that manages other public service associations. The Equity Council is affiliated with the Vocational Education Equity Council, which is a part of the American Vocational Association, the California Association of Vocational Education, and the National Coalition for Women and Girls in Education. The members of the Equity Council represent a cross section of professionals, volunteers, and participants in equity programs throughout the state. The Equity Council has been very involved in the discussion about the reauthorization of the Carl Perkins Vocational Education Act, working closely with the National Coalition for Women and Girls in Education and the American Vocational Association.

The Equity Council will focus its testimony on the Women's Educational Equity Program of the Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988. We believe that this section of the act should be expanded to include elementary education, strengthened by designating someone at the state level to be responsible for the administration of the equity program, and linked through a coordination provision to the equity set aside of the Carl Perkins Vocational Education Act.

Traditionally the role of education for men and boys, in our society, has been the path to success and prosperity. The operating myth is that with a good education men can become anything they want. Women and girls have not been included in this tradition to any significant degree.

The media (especially commercials) and with minor exception, formal education, reinforces stereotypes of women as models, secretaries, sales clerks, nurses, and having the major responsibility for the care of children either as teachers, mothers at home, and ever increasingly as single parents.

The experience of people who work with equity programs in the state is that by the time the young women enter their programs in junior high and high school, it is too late. To a large degree, young women have adopted the stereotype about what women are "supposed to

be" and limit their consideration of occupational choice to what is "acceptable" despite urging to the contrary.

It is important that we expose females to equity programs earlier in the educational process. We believe that the equity orientation in curriculum, educational materials, and teacher training at the preschool and elementary grades should be strengthened. Hopefully H.R. 5 could be amended to include some of these concepts.

Preparing women to be equal partners in the work force has never been more important. Projections from the U.S. Department of Labor and others indicate that between now and the year 2000, almost two-thirds of the new entrants to the work force will be women. By 2000, women will comprise nearly half of the nation's labor force. Ensuring that women have skills which can contribute to America's economic well being and to the economic security of their families is imperative. The time to act is now to prepare the women of the future to take their proper role in the workplace.

For the first time in U.S. history, a majority of all new jobs will require education or training beyond high school. Technology will alter the ways in which jobs are performed. An understanding of the basic technologies, as well as analytical, problem-solving, math, and communication skills, will be requirements for nearly every job. However for the majority of women, the technical skills, math, and science, will not be apart of their training. Consideration needs to be given to linking the equity program with the emphasis on math and science by including equity issues into the teacher training and curriculum development and providing provisions for recruiting women and girls into math and science courses.

As you are aware the Carl Perkins Vocational Education Act designates a state sex equity coordinator to be responsible to administer the equity set aside allocation. We have found this provision to be a key ingredient to the success of the equity programs within vocational education and would recommend that a similar provision be included in H.R. 5 for the Women's Educational Equity Program.

Finally, we would like to see a reference in both H.R. 5 and H.R. 7 requiring coordination between the two equity programs at the state level. We believe that all of education is vocational education to the degree that we are preparing people to become self sufficient, responsible, and productive citizens. There needs to be a greater exchange between the two programs to the increased benefit of students.

The California Vocational Education Equity Council is supportive of the Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988. Thank you for your consideration of our suggested changes.

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CRCSC STATEMENT ON
HR5, SECTION 1016: PARENT INVOLVEMENT
PRESENTED, MARCH 31, 1989
TO HOUSE COMMITTEE ON EDUCATION AND LABOR
AUGUSTUS HAWKINS, CHAIR

CRCSC, a coalition of 90 member organizations plus individual members, has a forty year history of study and action to eliminate discrimination and create a more open and just society for all in our community. Our Education Committee has been dedicated to the improvement of education for all students in our culturally diverse Southern California community. Because so much of our activity has focused in the Los Angeles Unified School District, we will make our comments on Section 1016 of H.R.5, in terms of the LAUSD, the single largest district in our region and more than 80% of our current student population is non-Anglo and ours is a community of growing diversity and widening socio-economic disparity. That makes the school improvement amendments of 1988 very important to the future of our students and our society. We realize that successful educational outcomes can indeed be impacted by informed parent involvement.

1. CAUTION AGAINST USE OF EXCUSE OF LACK OF PARENTAL INVOLVEMENT AS BLAME FOR STUDENT FAILURE TO ACHIEVE.

   The premise of Dr. Ron Edmonds' "effective schools" philosophy is that all students can learn - all students can achieve. This concept deserves emphasis, repetition and implementation.

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But please be aware that in the initial days of explaining and implementing his effective schools program, Dr. Edmonds did not include parent involvement as a component. He subsequently did include parental involvement as part of his effective schools program. He explained his failure to do so earlier because of his fear that schools could blame parents for failure of his eucational program if parents did not provide the 100% required participation. He wanted to be sure schools understood that they still have the primary responsibility inside that school house for the successful educational achievement of students. We therefore, urge this committee to send that message out, while acknowledging the positive role parents play in the education of their children. Given the changing family structure with the growth of single heads of family; the feminization of poverty; the two working parent family, the language and cultural differenes (in urban areas particularly). All these factors have to be considered in developing new ways to reach out to parents and involve them. That challenge has to be met but it should not be used to deter action on Dr. Edmonds philosophy and program in the meantime.

II. CLARIFY AND ALIGN THE DIFFERENT PARENTAL INVOLVEMENT MECHANISMS AND ROLES.

A. Some federal and state laws and regulations can be interpreted to exclude parents who are employees of the school district from membership in Chapter I or Bilingual Advisory Councils. Perhaps a clear statement has to be made that creates a membership category for parents who are classroom aides or community liaisons. Suspicion exists that those who are paid by the schools become a rubber stamp for the school staff and its ideas.

B. Shared decision making and school based management can mean different things to different folks, given the three parties involved; administration, teachers unions and parents. Can there be different models at each school? Are teachers to be in the majority or are all groups to be equal? Will the principal have veto power? What sort of decisions can be the responsibility of the school site group? Attached are some excerpts of proposals that have surfaced in the LAUSD, currently involved in a collective bargaining stalemate, parent involvement is one of the issues, and it is not being settled with a parent presence at the bargaining table although the claim can be made that Board of Education members are the parents representatives. Since the schools still function on the traditional "Labor-Management" model of negotiations, this claim can be questioned.

C. Too many different councils at a site or in a district can cause unhealthy competition for power and unclear lines of responsibility. In LAUSD, we not only have Chapter I councils and Bilingual Bicultural Councils, we also have School Improvement Councils and Board-created School Community Advisory Councils. Now there is talk of establishing shared-decision making groups and/or school-based management groups. There is a need to avoid the "divide and conquer" perception that emerges from this situation of too many groups, each asked to be part of the parent involvement component. We need clarification here.

D. Education reform proposals include different ideas and models for parent involvement. Apart from national and state reform proposals, this past year has seen the production of three separate reform packages in the LAUSD. Some of these proposals have undercurrents of intergroup hostility and competition for dollars, programs and powers. All have a version of parent involvement included, with both overlap and variation in each. We attach excerpts from each proposal about parent involvement so as to substantiate our concern, and call attention to one reports clear statement that institutional racism is the barrier to student achievement in our District.

The three LAUSD education reform packages are (in order of appearance):

1) The Bilingual Master Plan
2) Priorities for Education
3) The Children Can No Longer Wait

1. The Bilingual Master Plan was necessitated by the Governor's veto of a law that would have prevented the sunset of a state law governing bilingual education. This veto meant each district had to develop its own bilingual master plan. In September 1987, the Board directed staff to do that and much of last school year (1987-88) was spent on development of such a plan by staff and community. It went to the Board for action last Spring Semester (May 1988).

2. Priorities for Education was a reform effort initiative more than two years ago by our preceeding Superintendent of Schools, Harry Handler, in 1986. When it was presented to the public in the Summer of 1988, for study and input, the district discribed this "Design for Excellence" as possibly the most sweeping and far reaching instructional program reform in the 134-year history of the District. This school year (1988-89) has been devoted to circulation of this huge tome to schools, community organizations and all levels of district offices. Evaluation input is being tabulated and the report is expected to come before this Board of Education sometime in the summer of 1989 for action.

3. "The Children Can No Longer Wait" resulted from a Spring 1988 directive of Superintendent Leonard Britton that a comprehensive action plan be developed to address the needs of low achieving students. It followed on the adoption of the Bilingual Education plan because it was felt the needs of other minority students, especially Black students were not being met. It is this report which acknowledges existence of institutional racism in our system. And if the Hispanic member of the Board of Education was leading advocate of the Bilingual Plan, the African-American member of the Board was leading advocate of this report. It was just presented to the Board (March 27, 1989), having been developed by a Core Team created in September 1988. Superintendent Britton is expected to present initial implementation plans in a month or so.

We repeat: all three reform packages include parental involvement components.

Summary:

It is the hope of CRCSC that the implementation of parental involvement will become a reality that will serve to enhance educational success for our diverse student body.

Our testimony is offered to focus your attention on two main problems we see:

1) Use of lack of parental involvement as the excuse for student failure in schools.

2) Multiple and complex parent involvement mechanisms and roles are defined in different education proposals that need to be studied, clarified and aligned.

Thank you.

Roslyn Cooperman
Education Chair
CRCSC

THE CHILDREN CAN NO LONGER WAIT

An action plan to end low achievement and establish educational excellence

MARCH 1989

Office of the Superintendent
Los Angeles Unified School District

2.6 STRATEGY: IMPLEMENT SHARED DECISION-MAKING AND SHARED RESPONSIBILITY

Action

Implement a shared decision-making process at each elementary school.

Expectation

Students would benefit when decision-making is shared by the members of the school community (administrators, teachers, classified employees, and parents) who work with the students and can best determine what meets their needs.

Description*

Each elementary school will form a shared decision-making team made up of teachers (the UTLA Chapter Chair and the grade level chairs, grades pre-kindergarten-6), the principal, classified representative (s), and parent (s), in a composition chosen by the principal, keeping the number of teachers always one more than the combined number of other members on the team. The number of members on the team may be increased by a decision made by the team so long as there is always one more teacher member than all others on the team.

The shared decision-making team has responsibilities in broad and important areas related to local school educational decisions. These decisions extend from specific areas such as assessment, funding, and operations of the school, to general areas of purpose and direction for children at the school site. These decisions constitute the general realm of responsibility designed to foster cooperative relationships which will improve the academic performance of children. The issues for discussion are mutually agreed upon by the principal and the chair of the shared decision-making team.

*The Core Team is committed to the concept of shared decision-making and recognizes that shared decision-making will be successful only if teachers, administrators, and parents work cooperatively. During the reaction phase of the Core Team process, much commentary on shared decision-making was heard from the field. Opinions expressed on the proposed make-up of the shared decision-making team were divided, yet field opinion supported shared decision-making in principle. While this strategy is the shared decision-making model presented by the Core Team, the ultimate format for shared decision-making in the Los Angeles Unified School District will be determined through the established negotiation process.

Staff development is needed to ensure an understanding of the shared decision-making process.

Implementation

Principals, teachers, parents, and other staff at elementary schools will form shared decision-making teams pursuant to agreement through the negotiation process.

This strategy will be implemented in school year 1989-90.

This item incurs no new costs.

2.7 STRATEGY: INITIATE IMPLEMENTATION OF SCHOOL-BASED MANAGEMENT

Action

Establish a districtwide process designed to support the implementation of school-based management at the local school level.

Expectation

Students would benefit when teachers, administrators, other school staff, and parents have the authority and the responsibility for the educational program at the school.

Description

The first phase in this process is local school shared decision-making which encourages experimentation and refinement of collaboration. In this phase, exemplary models of shared decision-making emerge at the local school sites.

In the second phase, a districtwide committee is established with the responsibility for acting as a clearing house in a number of areas. This committee is empowered through Board of Education directives to identify and approve models, institute staff development activities, and develop consortiums to share information.

This districtwide committee will be composed of representatives from the elementary, junior, and senior high levels; from programs such as special education and adult education; from local support service personnel; from UTLA; and from District staff.

Also in this phase, the Board of Education begins the process to determine policies regarding local school empowerment in the areas of funding, staffing, operations, coordination, and evaluation which will redefine authority and empower the local school.

Through a process of local school experimentation and District refinement, the shared decision-making team becomes the definitive unit in the District to enact the policies of the Board of Education at the local school site.

Implementation

The Superintendent of Schools will establish a committee expand information on school-based management models. The District w implement school-based management pursuant to agreement through t negotiation process.

This strategy will be implemented in school year 1989-90.

Projected cost: see Summary of Costs, 2.7.

RECOMMENDATION #6

Promote local school opportunities for parent education, involvement, and participation in school governance to empower parents as partners in their child's education.

STRATEGIES

6.1 Establish a parent outreach program

6.2 Develop a common agenda

6.1 STRATEGY: ESTABLISH A PARENT OUTREACH PROGRAM

Action

Establish a District policy that ensures organized parent outreach programs at all schools.

Expectation

Student achievement and positive attitude toward education would increase when they are supported by the active involvement of parents and other adults.

Description

The school district will coordinate its parent outreach effort districtwide and school by school to expand parent involvement.

The effort will center in three areas:

- Encouraging parents as supporters and as volunteers
- Helping parents help children do well in school
- Increasing parent participation in local school decision making

Parents will be invited and welcomed as volunteers or visitors. They will have the opportunity to ask questions and gain answers at clearly focused and informative meetings, to participate informally in socially-positive and aesthetically-pleasing gatherings, to conference at times convenient to them and to participate in or conduct a variety of educationally informative parent activities.

Parents will be encouraged through handbooks, flyers, and other literature to set good examples for learning, to read to their children, to discuss issues, to listen, to ask questions about school, and to regulate time for study and time for recreation. Parents will be encouraged to take advantage of parent education classes offered by the school district.

Parents have the right to participate in decision-making. They work within the advisory committees to present suggestions, participate in the shared decision-making process, and help establish local school priorities.

A District Parent Outreach Office will be created to coordinate districtwide efforts in support of the local school program.

A District Parent Outreach Director will be selected to:

- organize all parent and volunteer programs and services under one office.
- design strategies to include parents as partners, supporters, and decision-makers.
- coordinate District, region, and local school parent and volunteer efforts that support the education of children at school sites.
- work with local schools to recruit volunteers.
- plan parent education classes in areas such as parenting, child development, basic literacy, and provide classes leading to the General Education Development (GED) Certificate. Classes will be scheduled at times convenient for all parents.
- engage various groups and agencies to offer classes for parents.
- provide workshop leaders on selected topics.
- serve as a technical resource to the local school in the development of school-specific parent workshops.
- provide training for selected school personnel to coordinate the local school program.

Implementation

The Superintendent of Schools will appoint a Parent Outreach Director to consolidate all current parent activities under the auspices of the Parent Outreach Program.

This strategy will be implemented in school year 1989-90.

Projected cost: see Summary of Costs, 6.1.

6.2 STRATEGY: DEVELOP A COMMON AGENDA

Action

Initiate a parent and teacher articulation process to define shared parent-teacher expectations for the child.

Expectation

The child would benefit from common academic and social expectations, at school and at home, when parents and teachers work cooperatively on a common agenda.

Description

A common agenda will include acceptable standards of student conduct and performance expectations for parents and teachers in support of student attendance, student success, and other areas of mutual interest. Important to this process will be the extent to which parents and teachers can establish frank communication regarding their commitment to the academic and social well-being of their children.

Implementation

Local schools will define a general process for teachers and parents to develop a common agenda.

This strategy will be implemented in school year 1989-90.

This item incurs no new costs.

BOARD OF EDUCATION
PROPOSALS CONCERNING GOVERNANCE OF THE SCHOOLS

INTRODUCTION

There are two critical issues related to local school governance. First, **how** local policy decisions are made at the school site, with the focus upon the respective roles and responsibilities of site administrator, faculty, parents/community, other employees and students; and second, **what** policy decisions are to be permitted local schools, with the focus upon the respective powers and responsibilities of local school decision-makers as compared to central administration and the Board of Education.

The above two issues — how local decisions are made at the school site and what type of policy decisions are permitted to be made at the school site — while related to one another in ways, are nonetheless independent of one another. This proposal approaches them separately, with the first issue addressed by a proposed "shared decision-making" local policy development process for immediate implementation on a pilot program basis, and the second issue addressed by a proposed joint study of "site-based management" in preparation for future collective bargaining negotiations.

SCHOOL LEADERSHIP COUNCILS AND SHARED DECISION-MAKING

1.0 GENERAL

It is agreed that teachers become more effective in the classroom and more committed to their jobs when they are able to share as professionals in the local educational policy decisions which affect their work place and services. It is also agreed that teachers have valuable knowledge and expertise to bring to local policy decisions, including experience in identifying and addressing the special needs of the students attending their school. It is also agreed that parents, community, classified staff and students are a vital part of the educational process, and that their active involvement and participation is critical to the success of the school's programs.

The following "school leadership council" description is intended for application to those schools where the administration and the faculty (by majority vote) and designated parent community representatives have consented to participate in it as part of a pilot program. It is understood, that before becoming applicable districtwide, the school leadership council system may be revised based upon the experience of those schools which participate in the pilot program.

2.0 SELECTION AND MEETINGS OF SCHOOL LEADERSHIP COUNCILS

2.1 In elementary schools the faculty members of the council shall be comprised of the elected grade level chairpersons (or other person elected at grade level) plus the UTLA chapter chairperson. In secondary schools the faculty members of the council shall be comprised of the elected department chairpersons of the six largest departments (or other person elected by those departments) plus three representatives to be elected annually by the faculty-at-large by secret ballot plus the UTLA chapter chairperson.

2.2 There shall be membership and a significant participatory role for representatives of parents/community, classified employees and students on the council. (The precise numbers of such participants needs to be discussed further.) Parent members are to be elected from the most representative and active parent/community support groups at the site as determined by the school principal.

2.3 The council will then elect its own council chairperson, who will schedule and preside at meetings of the council and coordinate on behalf of the council its joint meetings with the principal. Joint meetings will be cochaired by the principal and the council chairperson.

2.4 The council itself may meet as often as it deems appropriate. The council shall meet jointly with the principal on a regular (normally monthly) basis at a mutually convenient time, and/or at such other times as the council chairperson and principal mutually deem appropriate. All meetings involving the council are voluntary, and therefore exempt from the faculty meeting limitations of Article IX, Section 4.2.

3.0 SUBJECTS FOR SCHOOL LEADERSHIP COUNCIL SHARED DECISION-MAKING

The following subjects for school leadership council shared decision-making are identified as appropriate for the initial pilot program. In dealing with these subjects, the school leadership council's discretion will, just as in the case of administrative discretion, remain subordinate to applicable laws, Board policies, District administrative regulations and directives, and applicable collective bargaining contracts. The designated subjects include the most signficant areas of local discretionary policy-making:

a. The school's educational goals and objectives, based upon assessment of needs. (Includes local standards of student achievement, any special emphases for the program, and programmatic methods for meeting

special needs such as English language acquisition. Also includes local guidelines concerning marks, homework, and selection of textbooks/instructional materials.)

b. Budgetary allocations of local school discretionary funds. (Includes plans for expenditures of local instructional material and supply accounts.)

c. The school's code of student conduct and student discipline policies.

d. Local school professional development programs. (Includes plans for in-service training, and plans for orientation and assistance to inexperienced teachers.)

e. Guidelines governing use of the school's equipment and supplies.

f. Local school schedule of events and activities.

3.1 Due to practical limitations of time and energy available to any school leadership council, it is understood (a) that the focus of council activity shall be upon establishment of local policy and planning direction rather than day-to-day administration or execution of policy and plans, (b) that a council may limit its own focus from time to time, and (c) that a council is not obligated to act in all of the above-designated areas. For example, if an existing school committee is functioning to the satisfaction of all concerned in one of the designated subject areas, it is perfectly appropriate for the council to defer in that area rather than supplanting or duplicating the effort.

3.2 The principal, as provided in the Education Code and Board policy, retains overall responsibility for educational leadership and for proper supervision and administration of the school and its programs, and co-responsibility with the school leadership council for shared decision-making within the above-designated policy areas.

3.3 School leadership councils are not to displace or duplicate the authority of other committees or advisory councils when that authority has been specifically delegated by law and/or Board policy. For example, when dealing with the subject of local school discretionary funds under Chapter I, School Improvement Program, Lottery discretionary accounts and Year-Round Incentive Program, allocations are determined by a process established by law and/or existing Board policy rather than through the school leadership council process.

3.4 The school leadership council's role in policy development and planning shall not affect or discourage the advisory role of parent/community organizations, advisory councils or student councils. School leadership councils are encouraged to take proper account of the views and concerns of such groups.

3.5 School leadership councils are not to address matters which fall within the scope of negotiations under the Educational Employment Relations Act, or to collective bargaining contract enforcement matters, personnel matters or employee discipline matters.

4.0 THE DECISION-MAKING PROCESS

Development of, or changes to, any of the local policy subjects designated in Section 3.0 shall be made only pursuant to the following decision-sharing process:

a. Either the school leadership council or the principal at any time may initiate discussions with respect to whether local policy in one or more of the designated areas should be reviewed and possibly revised. Upon receiving or making such an initiation or discussions, the principal shall furnish to the council, as a point of information, a copy of the current local policy on the subject. If the current policy was not previously reduced to writing, the principal shall prepare a written description of same and furnish it to the council.

b. Discussions shall then take place both within the council itself and in joint meetings between the council and principal. Council members are expected (and administrators permitted) to discuss the subjects of the deliberations with faculty members and others in the school community. However, the faculty members on the council are to be regarded as the official voice of the faculty in these deliberations. All points of view are to be heard and considered in these deliberations.

c. The primary goal of the deliberations within the council itself is consensus. Consensus is reached when the participants conclude through discussion that they concur upon a given view (whether it be a new or revised policy or a reaffirmation of existing policy), and are willing to have that view presented to the Principal as representative of the best thinking of the group at that point in time. Consensus does not mean unanimity, but it does indicate a broad-based acceptance of the direction in question. Individual concurrence does not necessarily mean that a participant believes the result to be the best in any absolute sense. Rather, it means simply that he or she believes that the result is an educationally sound alternative, and that he or she is willing to join in the consensus, perhaps as much out of deference to the views of others as out of personal satisfaction with the content.

d. The primary goal of the joint deliberations between the council and principal is agreement between the two upon the issue under discussion. In their deliberations the council and principal are not limited to the specific initiative originally introduced, and are encouraged to explore alternative approaches to the issues before them.

Prepared by the Internal Communications Unit, Los Angeles Unified School District

Special Report
of the Negotiation Sessions 2

October 5, 1988

The following is a complete copy of the proposal submitted by the Board of Education to UTLA on October 4, 1988.

DISTRICT PROPOSAL TO UTLA

1. SALARIES. The Board of Education proposes a three-year salary commitment which would result in a 1990-91 teacher's salary schedule ranging from a $27,397 minimum to a $54,437 maximum for the regular teacher's work year. This represents a three-year salary increase of 18.9% at the minimum teacher's salary, a 21.8% increase for the most experienced teachers with masters degrees and a 25.7% increase for the most experienced teachers with Doctorate Degrees. The Board of Education will, as part of this three-year salary proposal, guarantee these payments and build the District budget around these commitments.

This proposal includes significant increases in degree differentials and career increments. It also includes a new differential for employees who have completed their coursework toward a doctorate degree. (See attached Teachers' Salary Tables.)

Annual Teachers' Salary Table increases provided in this proposal are as follows:

- For 1988-89: a 5.5% general increase, a 5.8% increase for those with Masters and Career Increments, and an 8.2% increase for those with Doctorates and Career Increments, for an average salary increase of approximately 6%.
- For 1989-90: a 5.2% general increase, a 5.42% increase for those with Masters and Career Increments, and a 7.63% increase for those with Doctorates and Career Increments, for an average salary increase of approximately 5.6%.
- For 1990-91: a 5.2% general increase, 6.02% increase for those with Masters and Career Increments, and 7.69% increase for those with Doctorates and Career Increments for an average salary increase of approximately 5.8%.

Other salary schedules within the certificated bargaining unit would receive the same general increases offered on the teachers' schedule.

2. BENEFITS. As part of a three-year settlement, the District will increase its defined contribution for health and welfare plans as needed in order to maintain existing plan benefit levels for each of the three years. The District expects UTLA to agree to participate in the joint study activities of the Employee Benefits Council. The cost of maintaining these benefits for the certificated unit for three years is anticipated to be at least an additional $33 million. The 1988-89 cost for the certificated unit will be approximately $3,250 per employee.

3. BILINGUAL MASTER PLAN. As per written proposal of May 10, 1988, and as per the most recent version of technical language (September 20), the Board's plan provides for the following:

a. A districtwide annual pay differential of up to $1,000 for all qualified bilingual teachers.
b. A PHBAO annual pay differential of an additional $4,000 for all qualified bilingual teachers at PHBAO locations (paid from State Integration funds — no General Fund Cost).
c. *Elimination* of the current requirement that participating teachers all make progress toward acquiring bilingual fluency.
d. *Elimination* of the "waiver" process in its entirety.
e. *Elimination* of the extra hours/duties previously required.
f. Implementation of $500 monetary incentives for passing certain tests related to bilingual cultures and teaching methodology; and
g. Implementation of a new *voluntary* transfer plan to facilitate movement of bilingual teachers to sites where their services are most needed.

(Continued)

(Continued)

4. **SCHOOL GOVERNANCE — SHARED DECISION-MAKING AND SITE-BASED MANAGEMENT** The District is offering the attached Local School Governance Proposals, which represent a significant change in the way local educational policy decisions are made. Under this proposal, a School Leadership Council is to be formed with a membership of elected teachers, parents, classified representatives and students.

The Council will participate in policy deliberation and determination as an equal partner of the school principal in a "consensus building" decision-making model, to function in the areas of (1) setting school educational goals, objectives and curriculum emphasis, (2) school budget allocations, (3) student discipline policies, (4) school professional development programs, (5) use of school equipment and supplies and (6) local schedules of events and activities.

5. **ELEMENTARY PREPARATION TIME AND SUPERVISION TIME** The district proposes an annual allocation of $1.5 million to the elementary school program to hire personnel to provide before-school playground supervision in order to provide elementary teachers with a thirty minute before-school preparation period.

6. **SECONDARY MID-YEAR RE-NORMING** The Board of Education proposes to revise the staffing allocation system for secondary schools so that there will be no mid-year adjustment of staff due to enrollment loss. This will cost the district approximately $3.9 million.

7. **ADULT EDUCATION**
   a. In addition to the above-described general salary increase, add a new Step 4 on the Adult Education hourly salary schedule for all employees with ten consecutive years or more of Adult Education service, adding 50 cents per hour in 1988-89, increasing to the amount of $1.00 per hour in 1989-90, and increasing to the amount of $1.50 per hour in 1990-91. The second and third year increases in Step 4 are to be contingent upon the State equalizing ROC/ROP income among California school districts.
   b. Pay for before-school planning meeting — three hours at training rate.
   c. Provide new tenured positions in Gerontology and Parent Education.
   d. Institute new Amnesty Program hiring preferences.

8. **CHILDREN'S CENTERS**
   a. Replacement pay to be instituted when teachers take additional classes due to unavailability of substitutes.
   b. When any new "straight eight" assignments become available, grant preference to teachers who were previously laid off from eight-hour positions and restored to "4 - 4" hour split assignments.

9. **SPECIAL EDUCATION**
   a. Provide for a committee to develop possible models and guidelines which may be used to provide for additional preparation time for RST/SDC personnel.
   b. Reduce employee notification time to one week when class size exceeds norm by two or more students so that various options may be considered for implementation in the event that the excess remains for 30 days. (Current contract language suggests that the notification and discussion cannot commence until the excess students have remained for 30 days.)
   c. Provide Special Education teachers with an opportunity to exchange with qualified regular teachers for one year.
   d. Consider RSP and Learning Handicapped/Special Day Class program same subject field for purposes of recency when assignments are made to Extended School Year positions.

10. **SUBSTITUTES**
   a. The Board proposes formation of a joint study task force to review and discuss substitute teacher concerns.
   b. Permit substitute nurses to join Substitute Incentive Plan.

11. **OTHER PROVISIONS** See District written responses of August 23, August 31 and September 14, 1988.

LOS ANGELES UNIFIED SCHOOL DISTRICT
Special Report
of the Negotiation Sessions
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February 21, 1989

School Governance — Shared Decision-Making
District's New Proposal

The Board of Education remains strongly committed to shared decision-making at school sites, based upon the belief that teachers and parent/community representatives have valuable knowledge and expertise to bring to local policy decisions, which in the past may have been made solely by the site administrator.

The Board is willing to implement the following shared decision-making process as an alternative to the District's prior proposal of Oct. 4, 1988:

1. **Each school would be permitted to design and develop its own shared decision-making process** to be used for the making of local policy decisions, subject only to the following guidelines:

   - Each school plan should be developed and approved locally through consensus and agreement among each of the following as **equal partners:**
     — representative **teachers**
     — **parents**/community representatives
     — the school **administration**

   - Each proposed school plan should include a specific process for arriving at shared decisions and a description of the intended scope of decisions. Examples would include educational goals and objectives, budgetary allocations of local discretionary funds, the school's code of student discipline, professional development plans, guidelines governing use of school equipment and local schedules of events and activities. Under any local plan, all decisions must be consistent with the collective bargaining agreements, law and Board policy, and must not deal with personnel matters or subjects within the scope of the collective bargaining contract or negotiations.

   - Once developed, each locally approved shared decision-making school plan is to be submitted to UTLA and to the District as a proposal for approval. The proposal shall include a specific description of the process used at the site to secure local approval of the proposal, and shall also include provision for appropriate training of the participants. Either UTLA or the District may approve or disapprove the proposed plan. Once approved, the local plan shall be implemented at the local school. If disapproved by either UTLA or the District, the proposed plan shall be returned to the school for reconsideration.

2. The District expects to jointly sponsor with UTLA various seminars, conferences and training sessions in order to increase general understanding of the shared decision-making process and to ensure an appropriate level of training for participants.

Prepared by the Internal Communications Unit, Los Angeles Unified School District

e. When agreement is reached, then the local school policy is deemed adopted (or reaffirmed) pursuant to the agreement. It is possible for a given agreed-upon policy revision to be implemented with the explicit understanding that the revision is to be on an experimental or trial basis for a given period of time, subject to later review, and that in the absence of subsequent agreement to extend or review the amended policy, it shall revert to its pre-existing original terms.

f. If the discussions and deliberations between the council and principal result in disagreement despite extended efforts to reach agreement, then either the council or the principal shall set forth their positions in writing to the other, together with a statement of supporting reasons. The other shall then reply in writing, responding to each of the stated positions and setting forth their own position and supporting reasons. They shall then meet in another effort to resolve their differences and reach agreement. If agreement is not reached between the council and principal despite the above-described efforts, then the pre-existing local policy shall remain in effect.

5.0 OVERSIGHT COMMITTEE

A school leadership council oversight committee shall be formed on a districtwide level, comprised of equal numbers of representatives designated by UTLA, the District and parent representatives. The purpose of the oversight committee is to monitor the evolving shared-decision process, collect appropriate data, and share information with participating schools, UTLA and the Superintendent/Board of Education. The oversight committee is not to serve as a supervisory appellate body or decision-maker.

SCHOOL-BASED MANAGEMENT — TASK FORCE STUDY

A. BACKGROUND

Several of the education reform studies and commissions point out the positive values of "school based management," in which a wide range of educational policy decisions are made at the local school level rather than on a system-wide basis. Locally determined decisions offer the advantages of being better tailored to meet the specific needs of each school community, and of increasing the sense of involvement and ownership from the local faculty, students and community, with the result that they go about their respective jobs and activities with a higher commitment and correspondingly increased chance of success.

School-based management, at the same time, needs to be carefully balanced and reconciled with several other major goals of the district and of the educational reform movement which may point in the opposite direction, including the concepts of "accountability," "standards" of all kinds but especially of curriculum and student achievement, coordinated articulation within subject fields, and other coordinated approaches to learning for a mobile urban population. Also to be evaluated is the relationship between the school-based management movement and the collective bargaining process, both as a matter of contract compliance and as a matter of meshing with a process which has historically sought uniformity of treatment rather than local diversity.

Careful examination and study is needed in order to accommodate the school-based management concepts of local autonomy, self-determination and local diversity with the potentially conflicting concepts of accountability, standards and coordination. The experience of other school districts needs to be carefully analyzed, and an inventory of decision areas identified which may be appropriate for local diversity rather than system-wide uniformity.

B. TASK FORCE STUDY — PROPOSED CONTRACT LANGUAGE

As part of the ongoing effort of the District and UTLA in the area of educational reform, and in furtherance of their belief that the concepts and applications of "school-based management" are worthy of careful study and investigation, it is hereby agreed that a joint study task force shall be established. The task force shall have 15 members, 5 of whom are to be appointed by the District, 5 by UTLA, and 5 of whom are to be parent/community representatives appointed by the District and UTLA together. The District shall provide adequate resources and staff assistance so that the task force can complete its study and report(s), with a target date of for final report(s) to the president of UTLA and the Superintendent of Schools.

Prepared by the Internal Communications Unit, Los Angeles Unified School District

1987-88
SCHOOL YEAR

1987-88
SCHOOL YEAR

LOS ANGELES UNIFIED SCHOOL DISTRICT
TEACHERS' SALARY TABLE, 1987-88 SCHOOL YEAR

Rates indicated are the basic rates for a four-week period. Rates shown in parentheses are annual C Basis salaries for 10.2 pay periods (204 days of which 182 are not working days).

The minimum requirement for allocation to Schedule 20 is a bachelor's degree or certain vocational or industrial arts credentials. Allocation to a higher schedule requires the equivalent of 16 semester units per schedule.

Schedule Number	Step 1	2	3	4	5	6	7	8	9	10
20 (BA/BS degree)	2298 (23,440)	2298 (23,440)	2298 (23,440)	2339 (23,858)	2459 (25,082)	2484 (25,337)	2562 (26,132)	2648 (27,010)	2770 (28,254)	2892 (29,498)
21 (+ 14 units)	2298 (23,440)	2298 (23,440)	2319 (23,654)	2410 (24,582)	2505 (25,551)	2599 (26,510)	2697 (27,509)	2794 (28,499)	2890 (29,478)	3019 (30,794)
22 (+ 28 units)	2298 (23,440)	2319 (23,654)	2414 (24,623)	2521 (25,714)	2623 (26,755)	2730 (27,846)	2832 (28,886)	2943 (30,019)	3046 (31,069)	3177 (32,405)
23 (+ 42 units)	2319 (23,654)	2412 (24,602)	2521 (25,714)	2631 (26,836)	2748 (28,030)	2860 (29,172)	2973 (30,325)	3085 (31,467)	3198 (32,620)	3345 (34,119)
24 (+ 56 units)	2412 (24,602)	2504 (25,541)	2623 (26,755)	2748 (28,030)	2865 (29,223)	2989 (30,488)	3111 (31,732)	3230 (32,946)	3354 (34,211)	3508 (35,782)
25 (+ 70 units)	2495 (25,449)	2599 (26,510)	2732 (27,866)	2860 (29,172)	2989 (30,488)	3119 (31,814)	3249 (33,140)	3377 (34,445)	3507 (35,771)	3674 (37,475)
26 (+ 84 units)	2595 (26,469)	2697 (27,509)	2833 (28,897)	2973 (30,325)	3113 (31,753)	3250 (33,150)	3386 (34,537)	3522 (35,924)	3661 (37,342)	3837 (39,137)
27 (+ 98 units)	2670 (27,234)	2794 (28,499)	2943 (30,019)	3085 (31,467)	3231 (32,956)	3380 (34,476)	3522 (35,924)	3670 (37,434)	3815 (38,913)	4007 (40,871)

MAXIMUM RATES WITH DIFFERENTIALS

WITH FIRST CAREER INCREMENT (after 5 years at maximum rate)

Maximum Rate Plus $185 Career Increment Differential	4192	(42,758)
Maximum Rate Plus $185 Career Increment and $15 Master's Degree Differential	4207	(42,911)
Maximum Rate Plus $185 Career Increment and $40 Doctor's Degree Differential	4232	(43,166)

WITH SECOND CAREER INCREMENT (additional $15 per pay period after 5 years on the first career increment)

Maximum Rate Plus $200 Career Increment Differential	4207	(42,911)
Maximum Rate Plus $200 Career Increment and $15 Master's Degree Differential	4222	(43,064)
Maximum Rate Plus $200 Career Increment and $40 Doctor's Degree Differential	4247	(43,319)

Prepared by the Internal Communications Unit, Los Angeles Unified School District

LOS ANGELES UNIFIED SCHOOL DISTRICT
Special Report
of the Negotiation Sessions
30

March 7, 1989

Summary of District's Offer to UTLA

- **Salaries:** Increases all schedules, tables and rates (except flat-rated differentials and rates for coaching, activities and coordinators) as follows:
  - 8% for 1988-89
  - 4% plus formula, which permits as much as 8%, for 1989-90
  - 8% for 1990-91

  This would result in a **maximum salary of $52,030**. (See reverse side.)

  - or -

  As an alternative, the District is willing to increase differentials and career increments within the same cost package as the above "8 - 4 (plus formula) - 8" offer.
  Under this alternative, the **maximum salary would be $55,621**. (See reverse side.)

- **A $5,000 annual bilingual differential** in PHBAO and CAP Receiver schools to teachers who have the bilingual certificate, and $2,500 to teachers who have A-level proficiency on the district's bilingual test. The prior offer was limited to PHBAO schools.

- **Shared Decision-Making.** The District's most recent offer permits each local school to submit its own local plan to both the District and UTLA. The development of any such proposed plan requires participation and concurrence by teachers, administrators and parents. Both UTLA and the District would have approval authority over any such shared decision-making plans.

- **End elementary yard duty,** and thereby guarantee that there will be 40 minutes daily on-site **preparation time** for elementary teachers. Form a joint Task Force with UTLA to develop methods to provide additional elementary preparation time on the basis of a reorganized daily schedule, or other non-cost solutions.

- **Disputed Pay Deductions** resulting from employees participation in UTLA's boycott of assigned duties — District is willing to submit this dispute to final and binding arbitration.

- **Adult Education**
  a. In addition to the above-described general salary increase, add a new Step 4 on the Adult Education hourly salary schedule for all employees with ten consecutive years or more of Adult Education service, adding 50 cents per hour in 1988-89, increasing to the amount of $1.00 per hour in 1989-90, and increasing to the amount of $1.50 per hour in 1990-91. The second and third year increases in Step 4 are to be contigent upon the State equalizing ROC/ROP income among California school districts.
  b. Pay for before-school planning meeting — three hours at training rate.
  c. Provide new tenured positions in Gerontology and Parent Education.
  d. Institute new Amnesty Program hiring preferences.

(Please turn page)

(Continued)

- **Guarantee the entire existing District benefit package** (full medical, full dental, full vision, full surgical and $20,000 life insurance policy), without change, regardless of the increased costs (estimated at $33 million), for the three-year term of the contract.

DISTRICT PROPOSAL TO UTLA

8% / 4%* / 8% ACROSS-THE-BOARD WITH NO INCREASES TO DIFFERENTIALS

	Min. Sal.	Max. Sal. Excl. Diff.	Max. Sal. MA/CI**	Max. Sal. DR/CI***
Current	$23,440	$40,871	$43,064	$43,319
July '88	$25,316	$44,146	$46,339	$46,594
July '89	$26,326	$45,910	$48,103	$48,358
July '90	$28,427	$49,582	$51,775	$52,030
Compounded % Increase	**21.3%**	**21.3%**	**20.2%**	**20.1%**

OPTIONAL PACKAGE ACCEPTABLE TO DISTRICT

8% / 4%* / 8% COST PACKAGE WITH INCREASES TO DIFFERENTIALS

1988-89 — 7.6% plus .4%, the cost of degree differentials and career increments
1989-90 — 3.6% plus .4%, the cost of degree differentials and career increments
1990-91 — 7.4% plus .6%, the cost of degree differentials and career increments

	Min. Sal.	Max. Sal. Excl. Diff.	Max. Sal. MA/CI**	Max. Sal. DR/CI***
Current	$23,440	$40,871	$43,064	$43,319
July '88	$25,225	$43,982	$46,889	$47,705
July '89	$26,132	$45,563	$49,184	$50,714
July '90	$28,070	$48,940	$53,632	$55,621
Compounded % Increase	**19.8%**	**19.7%**	**24.5%**	**28.4%**

* Guaranteed minimum, with possibility of additional 4%, pursuant to a formula based upon Proposition 98, Lottery and State COLA.

** Master's degree and career increments.

*** Doctorate degree and career increments.

Prepared by the Internal Communications Unit, Los Angeles Unified School District

DRAFT

LOS ANGELES UNIFIED SCHOOL DISTRICT

MASTER PLAN FOR THE EDUCATION OF LIMITED-ENGLISH-PROFICIENT STUDENTS

TEXTS

OFFICE OF BILINGUAL-ESL INSTRUCTION
MAY 5, 1988

PARENT AND COMMUNITY INVOLVEMENT COMPONENT

PROGRAMS, POLICIES, AND PROCEDURES

A. GOALS

- All parents will be informed of District bilingual programs designed to meet the educational needs of their children and their right to participate in such programs.
- A process will be established to communicate all information in school notices and meetings to non-English-speaking parents in their primary language.
- The parents of LEP students and community members will be involved at all levels of planning, implementation and evaluation of the District Master Plan and will receive appropriate training to carry out their responsibilities.
- The District will provide education for parents of LEP students to assist them to meet the educational needs of their children.

B. PARENT NOTIFICATION

1. General Guidelines

All parents will receive information regarding District bilingual programs. The procedure for disseminating information will include the following:

- A district published brochure describing bilingual programs will be distributed at the time of registration.
- A video describing all bilingual programs will be produced by the District in English and in the following target languages:

1. Armenian
2. Cantonese
3. Korean
4. Pilipino
5. Spanish
6. Vietnamese

Additional translations will be made in other languages as the need arises.

A bilingual program orientation meeting will be held annually, at each school with 20 or more LEP students of the same language no later than ten days after the opening of school. School administrative and support personnel will implement the process.

B. PARENT NOTIFICATION (Cont'd)

2. Specific Guidelines

Policies regarding notification and consultation with parents of LEP students will include:

- Notification regarding the student's placement based on assessment of English and primary language proficiency

- Notification when students have met bilingual program requirements and are ready to be redesignated to receive English-only instruction. Written notification will be in the parent primary language and in English when 15% or more of the students speak the same language other than English.

C. PARENT CONSENT

Student participation in a full bilingual program is voluntary. All parents will be required to give written consent upon the student's initial placement in a bilingual program in the following manner:

1. At the time of registration, initial placement of a LEP student in a bilingual program will be discussed with the parent. Placement will be made by the administrator or designee trained in bilingual program requirements with the tentative written consent of the parent, pending assessment results. If assessment results confirm initial placement, no further parental consent is necessary. However, notification of program placement will be required.

2. If assessment results do not substantiate initial placement, a parent conference to discuss alternate placement must be conducted by an administrator or designee within 10 school days of receipt of assessment results.

3. Parents must be notified when a fluent-English-proficient (FEP) or and English-only (EO) student is assigned to a classroom with one of the following programs:

   - Full Bilingual Program
   - Modified Bilingual Program
   - Oral Primary Language Development Program

   In addition, written parent consent is necessary to enroll FEP or EO students in a second language program.

4. A LEP student may be reassigned from a basic program that utilizes the primary language to an English Language Development Program at the end of the current grading period, provided the parent has requested such reassignment in writing. A parent conference will be held with the administrator and/or coordinator regarding the goals and objectives of bilingual programs. Parents should be provided with all information at the conference in order to make an informed decision regarding the appropriateness of program placement for their child. This request will require the signatures of both the parent and administrator. State and Education Code require that student non-participation be voluntary on the part of the parent.

HOME-SCHOOL COMMUNICATIONS GUIDELINES

Communication with parents of LEP students in their primary language is essential to foster parent support and involvement. Therefore, the guidelines for translating home-school communications are as follows:

- The school will provide written communications in the primary language of the parents when 15% or more of the students speaks a language other than English (based on the Home Language Survey).

- When conferences or meetings are attended by non-English-speaking parents, translation will be provided to ensure understanding and participation.

E. TRANSLATION SERVICES

Translation services are the responsibility of the District.

1. District Level

When 1,000 or more students in the district speak the same language other than English (as indicated by the Bilingual Program Survey), the District will provide translations of notices to parents in their home language.

The Public Information Unit will coordinate a translating service for parent community communications that will:

- coordinate translation services for District correspondence and public meetings, as needed

- maintain an ongoing communication with regions/divisions regarding local school needs

2. Region Level

When 15% or more of the students in a region speak a language other than English (based on the annual Bilingual Program Survey), the region is required to provide translation of notices to parents in their home language.

3. School Site Level

In addition to the written communication guidelines stated above in Home-School communications, when 15% or more of the LEP students at a school speak the same language other than English, efforts will be made to employ qualified bilingual staff to facilitate communication.

F. PARENT EDUCATION

In order to assure LEP students opportunity for academic success, parents should have knowledge of the school bilingual program, expectations for students, and their role in assisting their child. With training, parents become effective partners in a successful program.

Therefore, parent workshops are required to include the following specific topics at designated levels:

District Level

A minimum of two annual parent training workshops will be conducted on the following topics:

- legislation
- pilot programs/innovative programs
- leadership training for RBBAC offices and DBBAC members

Region Level

A minimum of two annual parent training workshops will be conducted on the following topics:

- successful instructional models/bilingual programs
- programs for LEP students with special needs
  - Special Education
  - Gifted and Talented
- effective strategies for involving parents at the local school level
- leadership training for BAC chairpersons

School Level

A minimum of two one-hour parent training workshops will be conducted on the following topics:

- school-site bilingual program guidelines
- educational system in the United States
- strategies for assisting children at home
- career awareness and post-secondary opportunities
- programs for LEP students with special needs
  - Special Education
  - Gifted and Talented
- parent leadership training for council members

G. PARENT PARTICIPATION STRATEGIES

Recommended strategies to promote parent participation are:

- Provide translation in the primary language of non-English-speaking parents.
- Provide opportunities for parent input in agenda planning and presentations.
- Conduct parent needs assessment to determine skills and interests.
- Showcase student presentations.
- Designate a parent liaison to assist with translation, transportation and communication.
- Provide a friendly environment to welcome parents.
- Select a date and time for meetings, workshops and conferences that is convenient for parents.

H. BILINGUAL ADVISORY COMMITTEES

Bilingual advisory councils will continue in the present three-tiered organizational model: school level Bilingual Advisory Committee (BAC), region-level Bilingual Advisory Committee (RBBAC) and the District-level Bilingual Advisory Committee (DBBAC).

H. BILINGUAL ADVISORY COMMITTEES (Cont d)

Guidelines for selection and composition of membership for all levels of bilingual advisory committee shall remain the same: members must be elected with the majority being parents of identified LET students. They may not be employed by the district in accordance with state guidelines.

1. State requirements for the establishment of bilingual advisory councils/committees remain under State Education Code 62002. The requirements are as follows:

   . Each school with more that 20 LEP students shall establish a school level Bilingual Advisory Committee (BAC).

   . Districts with more than 30 school advisory committees may use a system of proportional or regional representation (RBBAC).

   · Each school bilingual advisory committee shall elect at least one member to the Region Bilingual-Bicultural Advisory Committee (RBBAC).

   · Each school district with more than 50 LEP students shall establish a District Bilingual-Bicultural Advisory Committee (DBBAC).

   · Each region Bilingual-Bicultural Advisory Committee shall elect representatives and alternates to serve on the District Bilingual-Bicultural Advisory Committee(DBBAC).

   · Parents of LEP students not employed by the district shall constitute a majority of the bilingual committees at all levels: school, region, and district.

2. The role and responsibilities of the school-level bilingual advisory council shall include the following:

   · to advise the principal and staff in the development of the school master plan for bilingual education.

   · to approve the school plan for bilingual education.

   · to assist with the needs assessment of the school.

   · to assist with the language census.

   · to assist with efforts to make parents aware of the importance of regular school attendance.

   · to participate in the planning of the school's bilingual program and the bilingual budget resources.

   · to participate in the evaluation of the school's bilingual program and its academic effectiveness.

   · to support other parents, teachers, students and community by actively participating in the school's bilingual program.

- to assist in the planning and implementation of parent training to meet council responsibilities and help support the instructional program.

- to inform and advise the school staff regarding community conditions, aspirations and goals.

The role and responsibilities of the RBBAC and DBBAC shall continue as stated in the DBBAC by-laws which were based on Education Code 62002.5 and adopted by the Los Angeles Board in 1981.

PRIORITIES FOR EDUCATION

A Design For Excellence

LOS ANGELES UNIFIED SCHOOL DISTRICT

PARENT SUPPORT

The Strand In Focus

The means by which parents can contribute and demonstrate support for the instructional and cocurricular program for all students through a variety of activities, including advisory councils, PTA, and volunteerism and assistance to their children at home.

Background

All schools desire parent involvement which demonstrates a commitment to, and support for, the program. Parent support for the instructional and cocurricular program is clearly in evidence in the primary grades, it diminishes somewhat in the upper elementary grades, and is greatly reduced at the secondary level. This decreasing involvement does not necessarily indicate that parents do not support their local school. It does indicate, however, that student participation in unique programs such as Permit with Transportation (PWT), Capacity Adjustment Programs (CAP), and Student Integration Options places constraint on parent involvement. Additionally, as the curriculum program progresses through the grades, and children become more independent, parents become less inclined to be active in school through volunteer work, advisory councils, PTAs', etc. A program is needed to provide parents with encouragement and positive information that will result in their optimum support for the instructional program.

Proposed Condition

A systematic program for parent support must be developed including a master calendar of events to identify agenda items, meeting dates, location for meetings, and ongoing parent workshops and training sessions.

This systematic program should reflect a commitment to parent involvement in classrooms on a daily basis and should provide meaningful, practical, and appropriate events to address the concerns of parents as they assist in improving student achievement.

Administrators and teachers must be committed to the inclusion of parents in the instructional program. The principal as the instructional leader must be expected to implement a process to ensure effective parent/community support of the total school curriculum.

When limited support by parents is evidenced, schools must reach out through a variety of programs to demonstrate to parents that their involvement and efforts in curricular and cocurricular activities is critical to the success of the program.

PARENT NOTIFICATION

The Strand in Focus

The means by which parents are guaranteed notification in an appropriate language regarding the child, including changes in effort, attitude, or behavior; final marks; and systematic progress reports at all levels regarding promotion or graduation requirements.

Background

Notification to parents concerning the educational progress of their children is guaranteed through District policy, and is delineated in Basic Activities. Current District practices and procedures need to be strengthened in order that the District's commitment may be attained. Notification practices are inconsistent and occur at infrequent intervals. Parent/teacher conferences are not held often enough to satisfy the parent's need for information relative to student progress toward expected achievement levels.

Some parents are not proficient in English and school staff are unable to communicate in the language of the parent. In addition, school communications to parents generally are delivered in a language and terminology not clearly understood by all parents. The existence of such barriers to effective and ample communication have contributed to a less than desirable level of parent involvement in support of their children and in support of the total school program.

Proposed Condition

District policy and individual school procedures relative to parent notification practices should nurture positive response by parents in support of student achievement. Appropriate notice should be given to parents to enable them to have a thorough knowledge of the instructional program for students. Parents should be notified relative to the total school program including course requirements, marking practices, counseling, tutorial opportunities, attendance, and graduation requirements early in the school year and at appropriate intervals to allow needed parental assistance and guidance.

Recommendations

1. A process should be developed to expand the involvement of teacher and support personnel in notifying, conferencing, and counseling parents.

2. A systematic process for parent notification should be established. The notification should be established in a language and terminology understood by parents relative to the school program including curriculum, homework assignments, student progress, counseling, test results, educational options, parent training, college/university entrance requirements, programs for "students at risk," and graduation requirements.

3. Parents should be informed regarding the District's marking practices.

4. A process should be developed by which parents of high school students are notified on a systematic basis each year regarding their child's progress toward the achievement of graduation requirements.

5. Parents should be offered assistance in effective parent/teacher conferencing skills, and in interpreting information from schools.

6. A process should be developed to enhance parent awareness in the identification of and assistance to students with special learning needs, including gifted students and individuals with exceptional needs.

7. Parents should be notified regarding the articulation program between special education and the regular programs. Special education staff members should be involved in schoolwide events including advisory council and in-service training.

8. A process should be developed to assure sufficient formal parent/teacher conferencing opportunities, in particular for parents who are not familiar with the process of schooling, parents of high risk students, and parents of traveling students.

9. A process should be developed to expand parent notification and communication in the language of the parent.

10. A process should be developed to inform and familiarize parents regarding postsecondary educational and job-related opportunities, and options for their children, beginning in upper elementary grades and continuing through grade 12.

Participants: Parent Systems Committee

Theodore T. Alexander, Cochairperson, Assistant Superintendent, Office of Student Integration Options
Henry Furnell, Cochairperson, Administrative Consultant, Policy Implementation and Evaluation Unit
Sylvia Calmes, Community Liaison, Region C
Charlotte Castagnola, Community Liaison, Region E
Bonnie Christensen, Community Liaison, Region A
Bonnie Colgan, Principal, Dolores Street School
Nina Greenberg, Teacher, Graham School
Lindbergh Kusumoto, Counselor, Student Discipline Proceeding Office, Student Attendance and Adjustment Branch
George McKenna, Principal, Washington Preparatory High School
Armida Navarro, Community Liaison, Region G
Maria Reza, Administrator, Student Health Services, Newcastle Annex
Dorothy Rochelle, Community Liaison, Student Integration Options
Peter Sanchez, Supervisor, Parent Involvement, Bimini Place
Bette Williams, Teacher/In-House Dean, Palma Junior High School

PARENT INVOLVEMENT IN DECISION MAKING

The Strand In Focus

The means by which parents have leadership and partnership opportunities in a support role towards the school in general and their child in particular.

Background

Parent involvement as a school practice is not a new phenomenon. Within the past decade, parental pressure for more significant involvement in the schools has increased across the nation. Parents are committed to their own involvement in the decision-making and implementation process. The District's commitment to parent involvement is stated in Basic Activities. However, the desired level of parent involvement in the decision-making process has not yet been attained. The prevailing parent perception concerning involvement includes three main concerns: access to decision makers is limited to a small group of trained, sophisticated parents; many parents feel "used" and intimidated or are asked to rubber stamp decisions that have already been made; and membership of parents on instructional or other leadership teams is limited to a select few.

Proposed Condition

Parental access to the decision-making process depends on the interrelatedness of two factors: the commitment of the educators to include parents in the process in a meaningful way, and the willingness of parents to exercise their partnership roles in the decision-making process. In addition, parents must be given ample opportunity to acquire a solid understanding of the stated issues in order to exercise their decision-making rights in a knowledgeable manner. To achieve this end, teachers, parents, and administrators should develop and implement special strategies designed to produce involvement by parents in support of their children. Staff must recognize that meaningful parent involvement in decision making is essential, that such involvement should be nurtured through parent education activities, and that trust building and communication linkages produce desirable ends. Traditional, nonproductive methods for involving parents must give way to more assertive and innovative outreach programs.

Recommendations

1. A process should be developed to define parent leadership and decision-making roles as part of their rights and responsibilities.

2. The District should initiate a process designed to develop and build trust among parents, community, teachers, and administrators as partners in decision making.

3. The District should develop a leadership training program to assist parents and community decision-making process.

4. A process should be developed to encourage parent involvement by providing recognition of parent leadership roles.

5. A greater use should be made of region/community liaisons, the School Volunteer Office, and other trained parent leadership groups to assist in preparing and training parents for involvement in decision making.

6. Schools with highly successful parent involvement should be "showcased" as models for other schools.

7. Schools should provide a setting in which parents who are involved in school activities are matched with parents who are less active to increase parent participation.

8. Each school should inform parents regarding every aspect of student requirements and expectations from kindergarten to college.

9. Schools should provide information and training for parents through ongoing informal one-on-one contacts, home visits, and formal and informal small- and large-group meetings. If requested, schools should offer assistance with transportation and provide onsite child care services.

10. Parents should be informed by oral and written communication of every avenue open to them for involvement and participation in establishing standards for student performance and behavior.

11. Parents should be encouraged to contribute information to school bulletins and meeting notices disseminated in the languages of school community.

12. Schools should make a special effort to encourage and support the work of parent/teacher organizations and school advisory councils.

13. School staffs should develop a specific program designed to make parents feel welcome and appreciated when they come to school.

14. Parents of traveling students, should be given equal access to the decision-making process at the school of attendance.

15. The District and/or the local school should provide funding for parent outreach personnel in order to increase the involvement of parents in support of their children.

PARENT DEVELOPMENT

The Strand In Focus

The means by which parents gain knowledge of effective school and parenting practices which support positive student outcomes.

Background

The educational progress of students is affected by the degree to which parents are knowledgeable about the process of schooling and by the kind of support parents demonstrate at home and through school activities. Parents served by the Los Angeles Unified School District exhibit varying degrees of knowledge concerning the process of schooling and a varying capacity for effective involvement. Parent education programs to address specific parent needs have achieved limited success.

There is a need to recognize the importance of parent development through a coordinated program designed to improve parenting skills and to expand their knowledge of the process of schooling.

Proposed Condition

A formal parent training and informational program must be initiated to provide information and knowledge regarding the school program which will enable parents to render effective and positive assistance to students. A process must be established that will enlist the assistance of the community and leaders of the private and public sectors in addressing the shared responsibility of providing parent development that improves the curricular program for students.

Recommendations

1. A District committee composed of parents and staff should identify the desired parent role in relation to the school and in support of their children.

2. An appropriate District office should coordinate and expand programs designed to provide parent training and development.

3. The Human Resources Development Branch should provide in-service training for administrators on the ways to make parents feel welcome in the schools and on effective methods to recruit parent/community volunteers.

4. A process should be developed to provide parents with educational opportunities to acquire skills and knowledge that nurture effective parenting processes and that support positive student achievement including supportive home/school learning environment, place to study, regular study time, discussion time between parent and child, active involvement in school affairs, ongoing teacher/parent contact, importance and requirements of school attendance, and needed student preparation for college and the work place.

5. The parent education component of the School Readiness Language Development Program should be expanded.

6. A K-12 parent education curriculum should be developed to provide parents with appropriate knowledge regarding:

   - o Course requirements.
   - o Articulation.
   - o Graduation requirements.
   - o College/university entrance requirements.
   - o Dropout prevention programs for "at risk" students.
   - o Tutorial programs.
   - o Guidance programs.
   - o Stress-related problems.
   - o Child abuse prevention strategies.
   - o Teenage issues: stress, sex, pregnancy, peer influence, relationships, substance abuse.

7. Partnership agreements with Spanish and other language media should be initiated to provide publicity for an ongoing parent education campaign.

8. A periodic, bilingual publication should be developed designed to provide information and recognition regarding parent/community support of the instructional program and other information of interest to parents.

9. The District community liaisons and representatives should be trained to serve in a districtwide communications network designed to promote parent development.

10. A process should be developed to promote cooperative involvement with local religious organizations and with community leaders from the private and public sectors in addressing the shared responsibility of parent development.

Participants: Parent Systems Committee

Theodore T. Alexander, Cochairperson, Assistant Superintendent, Office of Student Integration Options
Henry Purnell, Cochairperson, Administrative Consultant, Policy Implementation and Evaluation Unit
Sylvia Calmes, Community Liaison, Region C
Charlotte Castagnola, Community Liaison, Region E
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Dorothy Rochelle, Community Liaison, Student Integration Options
Peter Sanchez, Supervisor, Parent Involvement, Bimini Place
Bette Williams, Teacher/In-House Dean, Palms Junior High School

UTLA RESPONSE
TO
LAUSD PROPOSAL OF 10-4-88

V. School Shared Decision

A. UTLA rejects the District proposal and responds with the following:

1. That all programs of School Shared Decision at the site must have the following components:

a. Released time with no loss of pay or benefits be granted to all unit members who participate.

b. All unit member participants be UTLA members

i. District proposal of October 4, 1988, part 2.1

ii. UTLA will consider part 2.1 for inclusion provided the definition of a Department can be resolved

c. The partial make-up of the committee will be:

Fifty percent (50%) plus one (1) of the committee members be bargaining unit members.

d. UTLA Chapter Chair shall be designated as the Committee Chairperson.

e. All subjects placed before the committee which require decisions shall be determined by a majority of the committee. Such decisions shall be final and binding.

f. Contain the following parts, as modified, from the Board of Education proposal 10-4-88.

3.0 Subjects for School Leadership Council Shared Decision Making

The following subjects for School Leadership Council shared decision-making are identified as appropriate for the initial pilot program. In dealing with these subjects, the School Leadership Council's discretion will, just as in the case of administrative discretion, remain subordinate to applicable laws and applicable collective bargaining contracts. The designated subjects include the most significant areas of local discretionary policy-making.

a. The schools' educational goals and objectives, based upon assessment of needs. (Includes local standards of student achievement, any special emphases for the program, and programmatic methods for meeting special needs such as English language acquisition. Also includes local guidelines concerning marks, homework, and selection of textbooks/instructional materials.)

b. Budgetary allocations of local school discretionary funds. (Includes plans for expenditure of local instructional material and supply accounts.)

c. The school's code of student conduct and student discipline policies.

d. Local school professional development programs. (Includes plans for in-service training, and plans for orientation and assistance to inexperienced teachers.)

e. Guidelines governing use of the schools' equipment and supplies.

f. Local school schedule of events and activities.

g. Other topics as determined by the School Leadership Council.

3.1 Due to practical limitations of time and energy available to any School Leadership Council, it is understood (a) that the focus of Council activity shall be upon establishment of local policy and planning direction rather than day-to-day administration or execution of policy and plans, (b) that a Council may determine its own focus from time to time, and (c) that a Council is not obligated to act in all of the above-designated areas.

3.2 The principal has the overall responsibility for implementation of all policies and plans determined by the School Leadership Council.

3.3 School Leadership Councils are not to displace or duplicate the authority of other committees or advisory councils when that authority has been specifically delegated by law.

3.4 The School Leadership Council's role in policy development and planning shall not affect or discourage the advisory role of parent/community organizations, advisory councils, or students councils. School Leadership Councils are encouraged to take proper account of the views and concerns of such groups.

3.5 School Leadership Councils are not to address matters which fall within the scope of negotiations under the Educational Employment Relations Act, or to collective

bargaining enforcement matters, personnel matters or employee discipline matters.

3.6 The policies, procedures or operation of this council shall not encroach upon the authority of the Chapter Chair as stated in Article IV.

5.0 Oversight Committee

A School Leadership Council Oversight Committee shall be formed on a District-wide level, comprised of ~~equal numbers of~~ 50% plus one representatives of unit members designated by UTLA, ~~the District, and parent representatives.~~ remaining representatives will be administrators of the district. The purpose of the Oversight Committee is to monitor the evolving shared-decision process, collect appropriate data, and share information with participating schools, UTLA and the Superintendent/Board of Education. The Oversight Committee is not to serve as a supervisory appellate body or decision-maker.

Comparison Of The Issues

UTLA
MARCH 1987

I. UES	UTLA	LAUSD
II. Shared Decision	A. Shared decision program in each school per agreement reached between Supt. & UTLA	A. Will not accept Supt. recommendation
	B. Pilot project for the duration of the contract (each school determines if they want to be a pilot school).	B. No change in position from Oct. 4, 1988
	C. A joint committee composed of an equal number of District and UTLA representatives to evaluate the project.	C. Permit local schools to devise their own programs with consensus parents. The District and UTLA must agree, disagree, by consensus, whether the program will be implemented.
	D. Negotiate the committee Evaluation	D. Do not permit any program whe decision will supersede state law, Board authority, collective bargaini agreement, etc.

Chairman HAWKINS. In concluding the hearing, may I thank the witnesses seated at the witness table for their contribution. The Chair would like to make an announcement, that a request has been made of several groups, including the Congressional Research Service, for some backup information concerning the handling of education funding. It is popular these days to seek fame by indicating that you are the Education President or the Education Congress or the Education Chief of some kind. It is a fame that obviously, I would prefer that we seek to achieve and not to ascribe such outstanding statements to ones self. I think we have the opportunity to do so. All of us seem to agree and I think the American people seem to agree that education is a top priority, if not the very top priority for the nation.

Based on that assumption that we are all for education the Committee has requested that there be considered putting education funding into a trust fund, the same way that we put money into the highway fund and use it exclusively for that particular function, and that we should protect it against budget cuts, certainly the type that are indicated on that chart, that we would treat it as a priority issue. We would deal with it first as, what do we need in the field of education to incrementally make the progress we should be making and then add in the other priorities, get around to transportation, to health, to cleaning up the atmosphere, to picking up on the things that have been going on in savings and loans and so forth.

We should not put these other things ahead of education. We should first of all determine the needs in education and then go on to the other priorities if, indeed, it is a top priority. We have sought—we are seeking ways in which we can accomplish that and we obviously need the assistance of all of you who have a stake in education in developing that as a concept that can be adopted by the Congress, maybe signed by a sitting President. We would hope that to finance education also, because it is an investment, but in each administration, obviously, we have the problem who is going to make the initial move, who is going to put up the initial money that will pay off over a period of time and beyond the administration of one particular official maybe, the consideration of such things as education or human capital development bonds that could finance education over a period of time and not necessarily within a specific period of time.

We recall during World War II we had Freedom or Liberty Bonds and everybody—even young students were buying them. I have forgotten the amount. I think it was only a nickel or dime or twenty-five cents possibly, buying stamps, so that everybody could contribute to the bonding over a period of time and the money would be deposited in a trust fund that we would continue to provide the same level of support for education, in general, that we now do, but this would be in addition to that. It is an idea that has been suggested several times before the Committee and we would like to explore the possibility and have this included in a national debate.

So, if any of the witnesses would like to submit their suggestions along this line of establishing education funding as a specialized trust fund that would be protected against budget cuts and that

may be financed in some other novel ways other than direct taxation, we certainly would appreciate your ideas. Certainly, something has to be done, otherwise we face—the failure not to do something is going to be so serious that we all have a stake in it. With that thought and with any other suggestions or comments that any of you may care to make to the Committee, we would appreciate it. We hope that you have agreed with us that the hearings throughout the country will have some impact, but it will only have an impact if you not only suggest to us what should be done, but to others in higher places than this Committee, then we certainly will have, I think, done the job that we should be doing.

And thank you very much. That concludes the hearing.

[Whereupon, at 1:12 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows.]

Gloria DeBose
3606 Hillcrest Dr.
Los Angeles, CA 90016

Honorable Augustus F. Hawkins
Chairman
United States Senate
Washington, D.C. 20510

Dear Congressman Hawkins:

The enclosed documents are pertaining to your educational hearing on March 3, 1989, here in Los Angeles. Due to my illness and several problems that occured in my children's schools, delayed me from getting my materials to you earlier.

Nevertheless, I am enclosing thirty (30) copies in which I was informed to send and would like very much for our concerns/needs of our students in South Central Los Angeles to be included and considered. Thank for allowing us this opportunity.

Sincerely,
Gloria DeBose

May 8, 1989

TO: CHAIRMAN A. HAWKINS
THE EDUCATIONAL COMMITTEE MEMBERS

FROM: Oleria DeBose

SUBJECT: Thirty copies in reference to March 31, 1989 Educational Hearing

I, Oleria DeBose, a member of N.E.C.A., (National Educational Crisis Alliance), am proposing to you our concerns and requesting that an end be put to these biased/racial, destructive forces which are inflicted upon our African-American children in South Central Los Angeles better known as the "Inner City."

1. A diversity of subjects taught in public schools of inner city
   a. medicority of materials and instruction
   b. limited subject matter ie. denial of cultural heritage
   c. lack of concerns for the different cultures that have already been in place
   d. need for establishing and building relationships and respect for each other culture in the so-called integrational/multi-cultural programs

2. Some parents/communities are over looked when new programs are placed in their community schools.
   a. All taxpayers, teachers, parents and students should be informed, respected and allowed to give input rather than learn of such programs trhough the grapevine.
   b. Specific programs for immigrant students funded by taxpayers' money should be geared to provide services and programs that all inner city students need namely: small class sizes; more counselors to help with psychological needs; expert instructions/equipment; increasement of medical staff; homemaking; fine arts classes; etc.
   c. The rights of our students as long standing citizens, (born in this country), have been violated and from all evidence, it appears that illegal aliens/immigrants have superseded our children/students because of their skin color.
   d. Existing utilized class space has been taken from our current enrolled students/teachers and has been given to newcomers of newly Arrived immigrants to this country.
   e. Some students are forced to attend white schools against parents' wishes due to the bussing in of other students into their schools.
   f. need to stop the Board of Education from pamping the government by captalizing on African-American/Hispanic students
   g. need to stop segregation/racism from existing, mainly the Board of Education
   h. inequality in funds and education

3. Many of our children are reprimanded/punished/abused if parents (mainly theirs), are involved in their school program/speak out.

4. Need a program implemented for parent involvement

5. Need to stop unqualified persons from getting positions as principals, assistant principals, head counselors, superintendants, teachers, etc. based on friendship vs honest merits. (Passing the test shouldn't be the only criteria.)

6. Need to hold the Board of Education accountable in seeing that all children receive a quality education.

7. Need to stop our children from being held back to receive federal funds such as School-Improvement, low achieving, etc.

8. Need to start holding parents/students accountable for their inappropriate behaviors, failure to do homework, rudiness, in school, etc.

9. Some law(s) need to be in place that parents must come to shcol and/or respond to teachers when children seem to be a problem or need to discuss academic program for failure or achievements.

10. Need for more work study, internship, and apprenticeship programs for all our students need at least one survival skill upon his/her graduation.

Submitted by: Oleria DeBoss O.D.

Mr. N. Al-Uqdah
14917 Lemoli Ave
Lyn. CA 90220
(213) 635-3758

Congressman Hawkins,

I am an active concerned parent working within the Compton Unified School District. As such I would like to commend your leadership in the implementation of the School Improvement Amendments.

My personal concern is the Parent Involvement section of Public Law # 100-297. This is a powerfully written section and if effectively implement would in my opinion cause a major overhaul within the school system. The law is fantastic! But what happens when the School District does not follow the law? Who monitors the progress of the program? Will it be a yearly Compliance Review so we have recourse where a school can be out of compliance for 5 YEARS before anything is done!

The person responsible for implementing the Parent Involvement program needs to be a concerned parent. The person should not be hired because of friendship and should be evaluated on performance only. District personnel tend to be beholding to the person with the power to fire them, and if the

persons priority is not parent involvement parent involvement will not happen thereby putting the District out of compliance, and who knows how long they will exist before the money is taken.

Parents do not want the schools out of compliance, we want the law to <u>work</u>. We want our children to achieve educational excellence.

The law HR 5 does not state how to implement the parent involvement portion, but I hope you send a clear message to all school Districts that their success will be measured by the Results! I hope the message will be clear and forceful. They must use parents to involve parents, and their results must be documented.

Parents have only one concern, to see their children achieve and become successful, happy individuals. Our priority is not job security therefore we will best do the job of education ourselves and our community.

Sincerly,
Mrs. N. Al-Hedah
Concerned Parent